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POST-WAR RECONSTRUCTION IN BRITAIN

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NOTE

Attention should be paid to the limitations placed upon the scope of this review in the introductory note, p. 5.

Supplementary information will be issued from time to time, but this memorandum will not be completely revised for some months.

Reference Division,

30th June, 1943.

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POST-WAR RECONSTRUCTION IN BRITAIN

SURVEY JANUARY, 1941—JUNE, 1943

Introductory Note

This memorandum is no more than an attempt to summarise, for general reference purposes, information published during the period January, 1941 to June, 1943, on the study of British post-war problems in the domestic field and to record the action which has already been possible.

This cannot be an exhaustive survey, both from the extent of the subject and because it records progress in a study which is only part completed and which will end at a time and in conditions which are still indeterminate. Many decisions must await events which cannot yet be foreseen, namely the circumstances in which this war will end. For the same reason, some provisional decisions reached may be modified or widened in scope.

Further, these notes touch only very incidentally on international problems, though internal reconstruction in Britain must largely be conditioned by the success which attends their solution. On the other hand, incomplete as this survey must be, it will serve to show that, even during the sternest war which any British Government has been called upon to conduct, much earnest thought has been devoted to the object of fitting Britain to meet her duties and responsibilities after victory.

These limitations must be borne in mind in using this memorandum. As stated above, it is prepared for reference and no attempt, therefore, has been made to epitomize Reports, White Papers, etc., which are printed and easily available.

This document includes the information given in earlier Reference Notes on the subject of Britain and Post-War Reconstruction, omitting matter now out of date.

A list of the documents mentioned in these notes is appended to the memorandum.

In Parts I–V, unless otherwise stated, the source of the information is the Official Report of Parliamentary Debates (Hansard). *So far as possible*, even where direct quotation is not acknowledged, the text of these notes follows the words used in the original sources.

For purposes of convenience, as the present Minister without Portfolio discharged his responsibilities for some months in the office of Paymaster-General, the practice has been followed of referring to him by name—Sir William Jowitt, and, similarly, to his predecessor as Minister without Portfolio as Mr. Arthur Greenwood. (In cases of quotation this change is noted by the use of brackets.)

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PART I

PLACE OF DOMESTIC RECONSTRUCTION AMONG POST-WAR AIMS

Summary

1. After victory international security is the first consideration.
2. The re-establishment of Britain's export trade with a view to maintaining a high level of employment in the country is the second consideration.
3. The success of any measures for home reconstruction will be conditioned by the success achieved in dealing with problems of international security and restoration of trade.
4. A *Four Years Plan*, which might be pursued as the immediate aim of home reconstruction, was outlined by the Prime Minister in a world broadcast on 21st March, 1943.

These notes deal only with domestic reconstruction, but the plan for Britain fits into a wider picture. In Parliament members of the War Cabinet, and, in a world broadcast (21.3.43) the Prime Minister have spoken on the place of domestic reconstruction in the general consideration of post-war issues, and have indicated what "large measures of a practical character" might be prepared "for the period of transition and reconstruction which will follow the downfall of Hitler."

1. **International security**, after victory, is the first consideration.

1st December, 1942.—In the "first . . . debate . . . on reconstruction" Sir William Jowitt suggested certain principles to which he would always try to adhere in the course of reconstruction debates. First and second in order of priority are:—

- (i) "Victory, complete and unqualified, is the necessary foundation for any reconstruction work at all."
- (ii) "A system which secures us from aggression, whatever the cost, must be built up if we are to have any effective reconstruction."

16th February, 1943.—The Lord President of the Council stated in the House of Commons:—

" . . . International security . . . in the view of the Government must be the first of our post-war aims."

17th February, 1943.—The Chancellor of the Exchequer stated:—

"Our contribution to international security" will make a strong claim on the financial resources of the country.

24th February, 1943.—The Lord Chancellor placed international security first among "post-war claims which cannot be denied. . . ."

" There is international security and the expenditure that is likely to fall on the tax payers of this country, because when the war is won it will rest with us more than with anybody else in Europe to keep order in Europe and prevent the possibility of the recurrence of these evils. . . . We have before us an obligation which we must discharge. . . ."

2. The re-establishment of Britain's export trade, with a view to maintaining a high level of employment in the country, is the second consideration.

16th February, 1943.—The Lord President of the Council stated :—

" After international security . . . there must come the establishment of our national economy on a sound basis, *with export trade in a healthy condition and employment continuously maintained at the highest possible level.*"

17th February, 1943.—The Chancellor of the Exchequer stated that the maintenance of " what we may call full or active employment in this country " will be a high post-war claim on the national resources.

24th February, 1943.—The Lord Chancellor spoke of " restoration of exports. . . . Maintaining [this country's] 45 million or 46 million people . . . *cannot be done unless we restore our export trade.* . . . Here is a tremendous responsibility, which rests upon us and upon the Government in particular . . . which is a duty and an obligation that we owe to every man, woman and child in the country."

3. The success of any measures for home reconstruction will be conditioned by the success achieved in dealing with problems of international security and restoration of trade.

2nd February, 1943.—The Chancellor of the Exchequer stated :—

" There are two other things which above all we must secure for the nation, one is . . . the restoration of trade and business and active employment. The other, *in my judgment, is paramount, for no business or trade is possible and no social or economic security can be obtained without it.* We must, first and above all, make adequate provision for our contribution to the Armed Forces which will be necessary after the war for international security, so that we shall ensure that there is no repetition of the evil and aggression which twice within a generation have brought such disasters to the world. That, I believe, is rightly demanded above everything else and whatever the price that bill must be paid. After that, we have to consider a large number of matters which undoubtedly have strong merits. Agriculture, housing, education, roads, forestry, Colonial development, civil aviation. . . . Willingness to deal with them is not in doubt ; our capacity to do so and the extent to which we can meet them must obviously depend upon the measure of national security we can enjoy after the war, our success in maintaining employment, and the growth of our national income."

4. A " Four Years Plan " which might be pursued as the immediate aim of home reconstruction was outlined by the Prime Minister in his world broadcast on 21st March, 1943.

"I am very much attracted to the idea that we should make and proclaim what might be called a four-years' plan. Four years seems to be the right length for *the period of transition and reconstruction which will follow the downfall of Hitler*. We have five-year Parliaments, and a four years' plan would give time for the preparation of a second plan. *This four years' plan would cover five or six large measures of a practical character, which must all have been the subject of prolonged, careful, energetic preparation beforehand, and which fit together into a general scheme.*"

The plan should be acceptable to all political parties.—"When this plan has been shaped it will have to be presented to the country, either by a national Government formally representative, as this one is, of the three Parties in the State, or by a national Government comprising the best men in all Parties who are willing to serve."

The Government of that day, whatever its constitution, must not be bound by pledges which may become untenable. "*First of all we must beware of attempts to over-persuade or even to coerce His Majesty's Government to bind themselves or their unknown successors in conditions which no one can foresee and which may be years ahead, to impose great new expenditure on the State without any relation to the circumstances which might prevail at that time, and make them pledge themselves to particular schemes without relation to other extremely important aspects of our post-war needs.*"

"The business of proposing expenditure rests ultimately with the responsible Government of the day and it is their duty and their duty alone to propose to Parliament any new charges upon the public."

The Prime Minister mentioned specifically the following subjects:—

- (a) **Social Insurance** : "... national compulsory insurance for all classes, for all purposes, from the cradle to the grave."
- (b) **Attack on Unemployment.**
- (c) **Agriculture** : "... expansion and improvement of British agriculture."
- (d) **Public Health** : "We must establish on broad and solid foundations a National Health Service."
- (e) **Education** : "... broader and more liberal [education]" with "... equal opportunities for all."
- (f) **Physical Reconstruction** : "... replanning and rebuilding of our cities and towns."

In discussing health, Mr. Churchill laid stress on the problem of the birth rate. "... Our people must be encouraged by every means to have larger families."

"For the present, during the war," added the Prime Minister, "our rule should be: no promises, but every preparation, including, where required, any necessary preliminary legislative preparation."

Other matters concerning the post-war period which were dealt with by Mr. Churchill included:—

Stabilisation of Price Levels : "We have successfully stabilised prices during the war. We intend to continue this policy after the war to the utmost of our ability."

Revival of Industry : " It is necessary to make sure that we have projects for the future employment of the people and the forward movement of our industries."

State and Private Enterprise : " A number of measures are being and will be prepared which will enable the Government to exercise a restraining influence upon development which can be turned on or off as circumstances may require. There is a broadening field for State ownership and enterprise, especially in relation to monopolies of all kinds. The modern State will increasingly concern itself with the economic well-being of the nation, but it is all the more vital to revive at the earliest moment a widespread, healthy and vigorous private enterprise . . . to provide . . . employment for our soldiers, sailors and airmen . . . If we can make State enterprise and free enterprise both serve national interests . . . there is no need for us to run into that . . . devastating slump . . . which mocked . . . the hard-won victory which we gained a quarter of a century ago."

Exports : " . . . There will be considerable opportunities for re-establishing our exports." Mr. Churchill alluded, *inter alia*, to the " intense demand " that would spring up for consumable goods, to the " immense building programme " with its " stimulus . . . to a large number of other trades, including the electrical and metal industries," and to " some significant new industries." Progress in the fields of wireless, radio-location, gas and electricity, civil aviation, forestry, transportation, are examples " of opportunities which, if used, will . . . increase our power to serve other countries with the goods they want."

PART II

MACHINERY FOR THE STUDY OF RECONSTRUCTION

Summary.

(i) **The Minister without Portfolio**, Sir William Jowitt, is charged with the duty of co-ordinating plans for reconstruction in all fields.

(ii) He presides over a Committee of Ministers covering all constructive fields ; it is for their Departments in the first instance to work out practical schemes to which effect can be given in the first few years after the war ; such schemes being fitted into a common plan.

(iii) Associated with the Minister is a Reconstruction Secretariat.

(iv) Two official Committees, dealing with *external* and *internal* matters respectively, assist the Committee of Ministers.

(v) **The Foreign Secretary**, Mr. Anthony Eden, is responsible for " seeing that studies are made of the particular problems (political, territorial and economic) likely to arise at the Peace Conference."

(vi) **The Minister of Town and Country Planning**, Mr. W. S. Morrison, is primarily responsible for physical reconstruction and is a member of the Committee of Ministers over which Sir William Jowitt presides.

Similarly, other specialist Departments of State (e.g. Ministry of Health, Board of Education, Board of Trade, etc.) are primarily responsible for the study of reconstruction problems coming within their respective provinces.

(vii) The Department primarily concerned first analyses the problem and suggests methods of dealing with it (e.g. as the Ministry of Health is at present dealing with the proposal for a National Health Service). The matter then comes before the appropriate official Committee (external or internal) which examines it from a wider point of view than that of the specialist Department. The problem, together with recommendations, next comes before the Committee of Ministers. If a conclusion of sufficient importance is reached, it is passed to the War Cabinet for approval.

(viii) In cases which concern more than one Minister (such as demobilisation, which concerns all three Service Departments and also the Ministry of Labour and National Service) or which do not come within the ambit of any existing Government Department (such as children's allowances in connection with the Beveridge plan) the Minister without Portfolio himself takes the responsibility of initiating the primary consideration of the problem.

The Beveridge Committee itself was an example of an enquiry initiated by the Minister without Portfolio (at that time Mr. Arthur Greenwood).

(ix) The procedure in dealing with the problems arising out of the Beveridge Report differs from the above in this respect : that the various

Ministers dealing with Beveridge problems report to a special Committee of the War Cabinet instead of to the Ministerial Committee over which the Minister without Portfolio presides.

1. Organisation and Co-ordination ; Social and Economic Problems

Ministers responsible :—

Rt. Hon. Arthur Greenwood, Minister without Portfolio, 6th January, 1941, to 3rd March, 1942.

Sir William Jowitt, Paymaster-General, 4th March, 1942, to 30th December, 1942.

Sir William Jowitt, Minister without Portfolio, from 31st December, 1942.

Central machinery for co-ordinated study of, and action on, reconstruction problems was set up early in January, 1941, by Mr. Churchill.

It was announced from 10, Downing Street, on 6th January, 1941, that "the Prime Minister has made the following changes in the machinery of Government for dealing with . . . post-war reconstruction policy :—[Mr. Arthur Greenwood] has undertaken responsibility for the study of reconstruction and post-war problems. . . Mr. Arthur Greenwood will be Chairman of a group of Ministers. The object will be to find practical solutions for the immediate problems of a transition from war to peace, and also to outline and presently to amplify a policy for the years immediately following the war which will command the support of the nation as a whole and enable united action to proceed in peace as in war."

4th March, 1942.—It was announced from Downing Street that :—

"The duties hitherto performed by [Mr. Arthur Greenwood] in connection with the study of post-war reconstruction problems will in future be carried out by [Sir William Allen Jowitt] who has been charged with general responsibility for organising and co-ordinating the work on reconstruction problems now being carried out by the various Departments of State. For this purpose he will have at his disposal the special section which has been engaged on this work under [Mr. Greenwood]. *Arrangements will continue whereby reconstruction questions are considered by a Committee of Ministers containing representatives of the political parties.*"

15th July, 1942.—Lord Selborne mentioned that this "Cabinet Committee, whose Chairman is now [Sir William Jowitt], was appointed . . . to formulate practical schemes for both *internal* and *external* reconstruction . . ."

1st December, 1942.—Sir William Jowitt defined his own functions.

"I am not a Minister of Reconstruction. There is no single Minister who could take sole charge of reconstruction problems. . . . My task is merely to try to organise and co-ordinate the work of reconstruction which is being carried out by various Departments of State. . . ."

Sir William Jowitt proceeded to give further details of the functioning of his Department.

(i) He described his position as that of "a Minister standing a little apart from the immediate conflict, who could consider all post-war problems as a whole before those problems became actual problems of day-to-day Government." He described himself as "head of an organisation which co-ordinates the views and anticipations of Departments about post-war problems. . . ." His position in no way derogates from the responsibility of Departments [of State] to their Ministers.

(ii) Sir William Jowitt presides over a *Ministerial Committee*. The *Committee's duty* is to work out practical schemes of reconstruction to which effect can be given in the first few years after the war.

The Committee *pre-supposes in its plans* "a social and economic structure designed to secure equality of opportunity and service among all classes of the community." The Committee of Ministers necessarily has regard to the economic needs of other nations and in particular to the problems of adjusting "the free life of small countries in a durable international order."

(iii) Two official Committees, one dealing with *external* matters and one with *internal* matters, assist the Committee of Ministers.

(iv) *Consideration of Problems* : Nearly all problems can be classified as falling primarily within the province of one or other of the specialist Departments of State (e.g. Health, Education, etc.). When any given problem comes up, the Department primarily concerned is first asked to analyse the problem and suggest methods of dealing with it. The problems formulated come before the appropriate official Committee (external or internal) for consideration. This Committee examines the particular problem from a wider point of view than is possible by the specialist Departments of State. The problem is then passed on to the Committee of Ministers and if a conclusion of sufficient importance is reached it is passed to the War Cabinet for approval.

(v) In cases which concern more than one Ministry, Sir William Jowitt himself takes the responsibility of initiating the primary consideration of the problem. (The examples he quoted were *forestry*, which is not the concern of any Department of State but of the Forestry Commission, and *demobilisation*, which concerns all three Service Departments and also the Ministry of Labour and National Service.)

22nd April, 1943.—Sir William Jowitt again referred to his duties :—

" . . . You have to get a policy which everybody [i.e. all Departments concerned] agrees to, and therefore my task is to see that the proposals which the Ministers of particular Departments put up are so moulded or modified, if necessary, as to fit in with the interests of the Government and of the country as a whole. . . ."

Replying to a question, Sir William Jowitt added, " I can [ask a particular Department to study a problem] and I very often do. . . ."

Sir William Jowitt explained that the " Beveridge machinery " had arisen since his speech of 1st December, 1942, setting out the reconstruction machinery, and differed from it in this respect :—

" When reconstruction problems come before a Committee it is a Committee of Ministers over which I preside." When Beveridge problems come up it is to a Committee of the War Cabinet.

2. Physical Reconstruction

Ministers responsible :—

Lord Reith, Minister of Works and Buildings, as from 6th January, 1941, to 21st February, 1942.

Lord Portal, Minister of Works and Planning, 22nd February, 1942, to 30th December, 1942.

Mr. W. S. Morrison, Minister of Town and Country Planning, from 31st December, 1942 (when he was named Minister designate).

(a) *26th February, 1941.*—Lord Reith, Minister of Works and Buildings, made a statement in the House of Lords on his part in preparation for reconstruction after the war.

“ Within the framework of the study of post-war problems to be undertaken [by Mr. Arthur Greenwood], I have been charged with a special responsibility for seeing that all practical steps, all practicable preparations, are made now for the physical reconstruction of town and country.” His particular functions concerned central planning and co-ordination and the initiation of work and the giving of general guidance and supervision to it. He was to co-operate with the other Departments concerned with this work and said that : “ By arrangement with colleagues I propose to utilise the resources of other Departments and to ask for the collaboration of professional and technical associations. I am now selecting a small staff with the necessary knowledge to work with me at the centre. Further, I am inviting a dozen or twenty individuals who have special experience in this field to assist me and to be associated with this work from the beginning in a consultative capacity. To the establishment of that panel I attach great importance.”

Lord Reith on the same occasion stated that he was authorised to proceed with the work on the following assumptions :—

- “ (1) That the principle of planning will be accepted as national policy and that some central planning authority will be required ;
- (2) that this authority will proceed on a positive policy for such matters as agriculture, industrial development and transport ;
- (3) that some services will require treatment on a national basis, some regionally and some locally.”

(b) *11th February, 1942.*—Mr. Greenwood made a statement :—

“ The Government have had under consideration the best means of carrying out their pledge to establish a Central Planning Authority and have reached the following decisions. The existing statutory duties in regard to town and country planning, exercised by the Minister of Health in England and Wales, will be transferred to the Minister of Works and Buildings, whose title . . . will be changed to Minister of Works and Planning. The Minister's planning functions will be to guide the formulation by local authorities in England and Wales of town and country planning schemes which will adequately reflect the national policy for urban and rural development. The Ministry will be recognised as the Department which local authorities in England and Wales must consult

on the general lines of town and country planning, and it will exercise the powers of the Central Government under the Town and Country Planning Acts, including the powers which will be available under forthcoming legislation to give effect to the First Report of the Uthwatt Committee (*see below*), and it will lay down the general principles to which town and country planning must conform. The Secretary of State for Scotland will be responsible, as heretofore, for the exercise in Scotland of the functions in regard to planning to be exercised in England and Wales by the Minister of Works and Planning."

22nd February, 1942.—The appointment of Lord Portal as Minister of Works and Planning was announced, and on *4th March, 1942*, an additional Parliamentary Secretary (Mr. Henry Strauss) was appointed, to be responsible under the Minister for the planning functions of the Ministry.

(c) *1st December, 1942.*—Sir William Jowitt, in the course of his statement on post-war reconstruction, announced the Government's acceptance of the principle of a national planning authority, advocated in the Scott and Uthwatt Reports (*see below*), though not in the form proposed in those Reports, and the constitution of a new Ministry of Town and Country Planning.

"In view of the increased responsibilities which will attach to the post of Minister of Town and Country Planning in the future and of the importance of the Minister being able to devote the necessary time and attention to his task, the Government have decided to ask Parliament to constitute a separate Ministry of Town and Country Planning in England and Wales under a separate Minister. The Minister will be a member of the Ministerial Committee already referred to" (*see above p. 13 (ii)*).

26th January, 1943.—Introducing the Minister of Town and Country Planning Bill, Sir William Jowitt stated that a conclusion had been reached that it is necessary to appoint one person whose "sole Ministerial function is in connection with town and country planning."

The Minister of Town and Country Planning has powers in England and Wales; they do not extend to Scotland. Statutory powers of town and country planning—especially the administration of the Town and Country Planning Act, 1932—have been transferred to that Minister from the Ministry of Works and Planning, which now has become the Ministry of Works. Provision is made for the establishment of any necessary statutory Commissions to assist the Minister in his work.

The creation of this Ministry establishes two points:—(1) That in order to make town and country planning a reality it is to be given the whole-time services of a front rank Minister; (2) he will not only be but will "also appear to be entirely impartial in his judgment as to the right use of any particular piece of land."

2nd February, 1943.—The Lord Chancellor, commenting on this Bill, said:—

"Down to the present time town and country planning, in the sense of the control of the proper use and development of the soil of this country, and of the kind of buildings put upon the soil, has been only one out of

a large number of urgent tasks laid upon the back of a particular Minister ; *but now we are recording in Parliament our resolve and intention that it should be regarded as a first class subject, calling for the undivided attention of a Minister of the first rank.* As for how this work is to be related to the wider and more general aspects of the new Britain and of what, in a different and wider sense, is sometimes called planning . . . the intention is that this new Minister of Town and Country Planning shall be one of a circle of Ministers presided over, as things are, by [Sir William Jowitt], who has a far wider range of duties, and who will secure the necessary control and co-operation."

(The appointment of a Commission to assist the Minister remains in abeyance pending decisions on the Uthwatt Report, but Sir William Jowitt mentioned that " the functions that we have in mind for the Commission will be either advisory functions—advising the Minister—or else, if it is considered convenient to adopt the Uthwatt scheme, managerial functions. That is to say, *if it is decided that when land is to be developed, the land should be bought by or on behalf of the Crown, and thereafter leased to an individual, then the managerial functions which would be involved in that would be carried out by the Commission.*")

The Bill received the Royal Assent on 4th February, 1943. Mr. W. S. Morrison was appointed Minister of Town and Country Planning and Mr. Henry Strauss Parliamentary Secretary.

The Minister of Town and Country Planning is charged under the Act with " the duty of securing consistency and continuity in the framing and execution of a national policy with respect to the *use and development of land throughout England and Wales.*"

Decisions reached by the Minister of Town and Country Planning will be dealt with, in relation to the general scheme of post-war reconstruction, in the manner common to all the specialist Departments of State. This was made clear in a statement by Sir William Jowitt, *22nd April, 1943.*

" I stand in relation to the [Minister of Town and Country Planning's] Department in the same position as I stand to half-a-dozen other Departments, namely, when he (the Minister) has some proposal which he wants to put in, in order that that proposal may be looked at from all angles and to see how it affects other Departments, he puts that proposal up before my Committee. If necessary, we have it looked at by the official Committee, then it goes on to the Ministerial Committee and then we pass it on to the War Cabinet."

Regional Machinery : In order to facilitate co-operation with local authorities in town and country planning, the central Ministry has appointed ten *Planning Officers* to cover the whole of England and Wales outside London. Their headquarters are at convenient centres and they are available for consultation by the local authorities and also to advise the Ministry regarding problems arising in their areas. (17.5.43, Parliamentary Secretary to the Ministry of Town and Country Planning.)

Research : *27th May, 1943.*—At a Press Conference, the Minister of Town and Country Planning outlined the " research programme directed to prompt action " which his Department must initiate and develop. This includes the preparation " with the active help of the Ordnance Survey, drawing always on existing material where it is available, [of] a series of

new maps which can be imposed on a black and white base map, to show the facts about any particular claim to the use of land in England and Wales."

3. Foreign Affairs

Minister responsible :—

Mr. Anthony Eden.

29th April, 1942.—The Deputy Prime Minister, Mr. Attlee, stated in answer to a question that :—

"The Secretary of State for Foreign Affairs is responsible for seeing that studies are made of the particular problems (political, territorial and economic) likely to arise at the Peace Conference."

On the relationship of these problems with the problems within the responsibility of Sir William Jowitt, Mr. Attlee said :—

"If in their wider aspects these problems are brought under general reconsideration they come under the purview of [Sir William Jowitt]. It is his responsibility to study and if necessary to co-ordinate them."

4th June, 1942.—The Minister of Economic Warfare said :—

"[Sir William Jowitt] is at work mainly on domestic problems, but there are one or two problems which cannot be described as strictly domestic which he is also tackling. Though his main sphere is in the domestic field, even in our domestic problems *there are many points which interest our Dominions and our Allies*, and [he] sees that the fullest exchange of information in these matters takes place."

15th July, 1942.—Lord Selborne stated in comment upon this earlier statement of 4th June :—

"... It is the case that a large part of the activities of [Sir William Jowitt] have so far been in the domestic field. This . . . is only natural seeing that the necessary data are more easily accessible here than in the international field. They will inevitably remain so until we can foresee a little more clearly than at present the form in which the many overseas problems calling for solution are likely to present themselves when the time for settlement arrives. Having regard to the great importance and extreme complexity of the problems involved, a *Cabinet Committee*, whose Chairman is now [Sir William Jowitt] was appointed some time ago to formulate practical schemes for both *internal* and *external* reconstruction. The Committee have been instructed to prepare schemes, *inter alia*, for a post-war European and world system, with particular regard to economic factors and ways and means of establishing a durable international order."

Lord Selborne proceeded to amplify the nature of the collaboration between [Sir William Jowitt] and the Foreign Secretary in reconstruction matters :—

"The attribution of these duties to this Committee, however, does not, of course, affect the general responsibility of the Foreign Office for the foreign policy, present and future, of the United Kingdom Government. On the other hand, it is obvious that questions of external policy may, in certain cases, give rise to issues which closely affect other Ministers such, for instance, as the President of the Board of Trade. The task of the

Committee over which my right honourable friend [Sir William Jowitt] presides is therefore to organise and co-ordinate the work which is now being carried on by various Departments of State. While it would not be true, therefore, to say that any single Ministry has the sole responsibility for co-ordinating all plans for the post-war *external* policy of this country, it remains true that the Minister ultimately answerable to His Majesty's Government for this policy is the *Foreign Secretary*, and that his Department are responsible for giving him all the assistance in their power in the discharge of this duty."

PART III

PARLIAMENTARY STATEMENTS

Summary

1. Extent to which active measures may now be possible. (Sir Stafford Cripps.)
2. Principles to govern consideration of reconstruction. (Sir William Jowitt.)
3. Nature of Post-War Planning. (Sir William Jowitt.)
4. General Picture of possible post-war conditions in Britain during the period in which the first work of reconstruction must be undertaken. (The Prime Minister, Sir William Jowitt, and Sir Kingsley Wood.)

1. Extent to which active measures of reconstruction may now be possible.

11th November, 1942.—Sir Stafford Cripps, then Leader of the House of Commons, said :—

“ We have now reached a stage at which it may be necessary for Parliament to consider legislation arising from or out of conditions, created by the war, on which there is a general measure of agreement. . . .

“ The times are clearly inappropriate to bring forward legislation of a character which is likely to arouse serious controversy.”

12th November, 1942.—These statements were elaborated as follows :—

“ . . . As regards the question of a general measure of agreement, there are, of course, those in this House and elsewhere who wish for no changes which would affect the post-war situation in this country. There are also those who would like changes which would make a very great and profound effect in this country after the war. In a condition of unity and compromise obviously neither side can wholly get its own way. It is a very difficult balance to hold, but *it is the function of His Majesty's Government to hold that balance and therefore . . . to decide first* ” whether proposed legislation is likely to command that “ *general measure of agreement on which action can satisfactorily be based.* ”

2. Principles to Govern Consideration of Reconstruction

1st December, 1942.—Sir William Jowitt made the first “ progress report ” on reconstruction :—“ This is the first of many debates which we shall, no doubt, have on reconstruction. It is the *beginning of the beginning.* ”

He suggested certain principles to which he would always try to adhere in the course of reconstruction debates.

- (i) “ Victory, complete and unqualified, is the necessary foundation for any reconstruction work at all.”
- (ii) “ A system which secures us from aggression, whatever the cost, must be built up if we are to have any effective reconstruction.”

- (iii) " Let us . . . be completely realistic in our approach to reconstruction problems . . . because, though the difficulties are great . . . opportunities are even greater."
- (iv) " Avoid slogans—' Homes for Heroes ', ' Wars to End War ' . . ."
- (v) Sir William Jowitt defined the aim of " planning." " Planning is good if it enables . . . a man to grow to his full stature, mentally, morally and physically."

3. Nature of Post-War Planning

26th January, 1943.—Sir William Jowitt commented as follows :—

" When we talk about the planning which is involved in our endeavour to build up what I may term as the ' Better Britain ' Policy, we . . . must include such topics as the location of industry, the prevention of cyclical depressions, education, public health, social services, agricultural policy, the developments of roads, harbours and ports, and, last but by no means least, financial policy. All those matters must obviously come into Planning and it is quite obvious that it is impossible to appoint any one Minister of Planning to deal with what I have described as the ' Better Britain ' Policy.

" That planning is the task, and I should suppose the main task, of the Government themselves in the post-war period, the task which may be described as the task of national organisation, responsibility for which, of course, must lie with the Cabinet itself . . . It may be found convenient when the war is successfully over that the Prime Minister or the Deputy Prime Minister, or some Minister of that rank and status, should preside over a Committee of the Cabinet to consider matters of national organisation, just as at the present time I am presiding over the Committee of Ministers whose task it is to think out the broad approach to reconstruction matters leading to better national organisation."

4. The General Picture of Possible Post-War Conditions in Britain during the Period in which the First Work of Reconstruction must be Undertaken

1st December, 1942.—Sir William Jowitt said :—

" However the war ends the immediate post-war period must be one of acute difficulties." The main task will be the transformation of industries mobilised for war to peace. There will be an immediate period of shortages of all kinds of materials, which will prejudice the change-over and will call for " the utmost tolerance, good temper and unselfishness on the part of all sections of the community."

Rationing and Control : " Rationing and control, so long as these shortages last, we regard . . . as inevitable."

Inflation : In order to prevent inflation the fact must be realistically faced that it is impossible to " step straight from the rigours of war into a world of abundance." An order of priorities must be found which reflects the priorities of the national need. It will probably prove desirable to maintain, " so far as we can, our existing *price structure*, so as to avoid the consequence of disequilibrium which must arise from any rapid alteration of that structure."

Industrial Employment : In this country and others there will be an immense demand for capital goods and consumer goods, and as soon as the temporary difficulty caused by shortage of raw materials is met Britain should be ready "to plan [a] full part in meeting the pent-up demands of our own people and the rest of the world. *This should result in years of very good employment, during which we shall have the time to perfect our plans for keeping our industry and employment at a high and stable level.*"

The Problem of Unemployment : "I believe . . . if we can only see that the primary producer receives, and continues to receive, a fair return for that which he produces, we might go a very long way to breaking [the] trade cycle ; and if, notwithstanding our efforts, the slump shows signs of coming *we shall then—not in the boom times, but then—*embark on our schemes of capital construction so as to secure a steady level of employment . . . *I myself suggest that the objective we ought to aim at is the maximum employment of our people, and that to that end all our policies should be subordinated.* We should allow nothing to stand in the way of our success in the fight against unemployment. The more efficient our industry becomes, the more likely we are to succeed in that fight. . . .

"We must realise this simple truth ; the more prosperous other nations are the more prosperous we shall be ourselves."

"Given freedom from fear of aggression, I suggest to the House, and I am not being unrealistic, that the prospects of an increased standard of living throughout the world are almost unlimited."

Sir William Jowitt then referred to the right use of science in developing the industrial system.

Sir William Jowitt summed up his "sketch of the post-war world" as follows :—

"Temporary difficulties, a period of very good trade and a very fair prospect of reaching and holding a very great advance in our standards and the standards abroad."

2nd February, 1943.—The Chancellor of the Exchequer, Sir Kingsley Wood, spoke of the post-war background for reconstruction, with particular reference to finance :—

"The economic disturbance caused by this war is much greater than that caused by the last. There has already been a much deeper and more widespread shortage of all kinds of civilian supplies. . . . We have drawn more heavily on our reserves and foreign assets. The economic position of this country will indeed be far from easy ; and it could become dangerous . . .

"As regards Britain itself, we shall find, for some time, a fundamental change in our economic position. . . . We shall have to face a considerable adverse balance of international payments, considerable loss of overseas investments and exchange resources, and a serious position in relation to our export trade. . . .

"During the war our main economic task has been to transfer resources both of equipment and labour from the production of unessential civilian requirements to use in the Armed Forces, or in the production of munitions, essential goods and services.

"The outstanding problem of the transitional period immediately after the end of the war will be to reverse all this and transfer our resources as quickly and as smoothly as possible back to peacetime use, to promote employment and to revive export. . . . Iron, steel, shipbuilding, motor and aircraft industries, may all have had an especial emphasis during the war on certain aspects of their production, but the productivity of these industries is greater than ever and the switch-over should not, as we may well anticipate, be long delayed. . . .

"There will be a very considerable shortage of all kinds of goods for civilian requirements. . . . Many may well be disposed to regard the end of the war as a time for ease and the spending of money freely and widely. . . . But in many respects these days after the war will be very much like those of the war itself, and in some cases even more difficult. Much will depend upon our endeavours, our patience, our discipline, our saving. . . . A continuation of many of the discomforts of war will be inevitable during the transitional period if orderly development of economic life is to be achieved. As channels of trade reopen and resources are transferred, so something more like equilibrium will be established, and there should then be hopeful possibilities not only of restoring but also of progressively raising our standards of living.

" . . . One of the first of our problems in the economic field will be to guard against the danger of inflation. . . .

"It may well be that it will be desirable to continue the policy of the stabilisation of the cost of living and the prices of goods in common use on the lines we are maintaining to-day. . . .

"Unless, in fact, we can effect a great move forward in our export trade, our relatively high standard of living must inevitably fall. . . . There must be a high priority for the export trade in all our post-war efforts, and if we can get that right most things may be possible, and at an earlier time. . . .

"We are clearly living in an era of very considerable industrial change and it is obvious that a rigid industrial structure would be impossible. . . . Undoubtedly we shall have to adapt and develop our industrial and commercial organisations, machinery and methods to new and unexampled conditions. We shall have to regain our technical leadership and pay more and more attention to training and scientific research and go on steadily developing new and more efficient processes. . . .

"Behind the present scene we can discern very important changes at work, such as the chemistry of oil, the development of plastics, the increasing use of light alloys and new processing for foodstuffs. Our industrial skill and experience will be thrown away unless we turn ourselves willingly to the new products. For development, the mobility or fluidity of labour and all the similar things we talk about to-day, all in fact mean, in no small degree, the willingness of capital, management and labour to turn to these new things, while maintaining and improving many of those old and substantial undertakings which have served us so well in the days before the war and during the war itself.

" . . . The Government, for their part, can make a large contribution to this very important matter. First, and above all, they can make a

great contribution by their general policy in regard to foreign affairs, their continuing interest in the promotion of the export trade and their policy internally in relation to finance and the economic development of their general social policy. In these ways the Government can certainly help to produce conditions under which natural forces leading to good employment and active trade have their chance and in which our true assets of commercial enterprise and industrial skill and experience can take their full part. . . .

"Then there is the provision of capital equipment, which the Government can no doubt directly stimulate." The Chancellor of the Exchequer mentioned specifically building, extension of public utilities and housing.

12th April, 1943.—In introducing the Budget the Chancellor of the Exchequer dealt with certain aspects of post-war financial policy.

" . . . It is as true of financial and economic policy as of any other, that what we do in wartime may be a very direct preparation for what we shall have to do afterwards. The sounder we keep our financial and economic front now the better fitted we shall be to . . . implement our many programmes for advancement then."

Sir Kingsley Wood took "two important examples":—

(i) **Maintenance of cheap money.**—" . . . It is the Government's intention to maintain its present policy of cheap money after the war for [the purpose of reconstruction and development] as well as in the interests of the Exchequer itself."

(ii) **Avoidance of inflation.**—" . . . Whatever controls the Government may have to maintain over the supply and distribution of . . . goods, there will still be as great a need as ever, side by side with the taxation we impose, for the restriction of personal consumption by voluntary savings. Only in this way shall we be able to find the physical resources and the funds which will be needed to carry out our many programmes of post-war capital reconstruction and development.

"In the forefront of the measures which we have taken during the war to remove the threat of inflation is our policy of stabilisation of prices. . . ."

5. Taxation in Relation to Post-War Reconstruction

21st March, 1943.—The Prime Minister in his broadcast referred to the burden and incidence of taxation:—

"Direct taxation on all classes stands at unprecedented and sterilising levels. Besides this there is indirect taxation raised to a remarkable height.

"In wartime our people are willing and even proud to pay all these taxes. But such conditions could not continue in peace. We must expect taxation after the war to be heavier than it was before the war, but we do not intend to shape our plans or levy taxation in a way which, by removing personal incentive, would destroy initiative and enterprise."

12th April, 1943.—Sir Kingsley Wood gave an assurance to industry that allowance will be made, in computing liability to excess profits tax, in respect of “ *terminal losses*—that is the expenses or losses that may be involved in changing back from wartime to peacetime conditions.” He instanced (in winding up the Budget Debate, 14th April, 1943) “ the restoration of factory lay-out which has been altered for war purposes, the return of factories which have been dispersed, the undoing of A.R.P. measures, the valuation of stocks and deferred expenditure on repairs and renewals.”

REPORT AND ACTION ON SPECIAL PROBLEMS—REPORTS, WHITE PAPERS, etc.

The following are the principal reports, etc., touching problems of reconstruction that have been presented to His Majesty's Government during the war :—

(a) Agricultural Education

"To examine the present system of agricultural education in England and Wales and to make recommendations for improving and developing it after the war."

The terms of reference were subsequently amplified to include the investigation into elementary and secondary education as supplying recruits for agriculture and the training required by special categories for which agricultural education should cater.

The Committee lays down two basic points :—

- (1) that " no re-organised system of agricultural education would be effective unless the industry is assured of a well-planned and prosperous future " ;
- (2) that the Board of Education will raise the school-leaving age to fifteen and introduce a system of compulsory continuation education.

The main recommendations include the establishment of a National Council for Agricultural Education which should be charged with the duty of providing a comprehensive system of agricultural education for England and Wales ; it should take over existing Farm Institutes and provide a sufficient number of new Farm Institutes. Extended financial grants should be made to Agricultural Colleges and Departments of Agriculture of the Universities. The National Council for Agricultural Education should provide a national advisory service and the machinery for this is outlined.

A Minority Report was submitted by Mrs. R. J. Youard, the only woman member of the Committee, who does not desire to see Agricultural Education separated from the national system of cultural education which is the province of the Local Education Authorities and the Board of Education.

This Report has not yet received attention in Parliament.

(b) **Armed Forces : Further Education and Training**

When speaking on the subject of demobilisation on 1st December, 1942, Sir William Jowitt stated that " the question of *education and training* for the young, whose educational careers were interrupted by the war ", had not been overlooked and that special provision for the *disabled* were under detailed review. Action has since been taken on both subjects.

For the **Rehabilitation and Resettlement of Disabled Persons** see below.

25th March, 1943.—The Minister of Labour and National Service announced a scheme for the **Further Education and Training** of demobilised persons. The object of the scheme is to assist " suitably qualified men or women to obtain after the war the further education or training which their war service has interrupted or prevented."

It will provide financial assistance to undertake training or education beyond the secondary school standard ; will cover training in professional, commercial and industrial concerns, as well as courses at Universities, Technical Colleges and Training Colleges ; it will apply to agriculture. The scheme is primarily intended for members of the Armed Forces, the Auxiliary and Nursing Services, the Merchant Navy, Police Auxiliary, full-time Civil Defence personnel, and Civil Nursing Reserve, but a certain number of additional places will be available for suitable candidates

whose further educational training has similarly been prevented or interrupted by employment in other work of national importance.

An **Interdepartmental Committee**, including representatives of the Universities, will ensure that the educational and training arrangements are closely related to prospects of employment at home and abroad.

An Appointments Department of the Ministry of Labour and National Service has been organised for assisting persons with suitable qualifications for higher posts in the professions, industry, commerce, etc., to find opportunities of suitable employment during the period of resettlement after the war. An **Independent Committee** will advise the Minister on the best methods of securing close co-operation with the appropriate professional, industrial and business organisations and the education authorities.

The Chairman of both Committees will be Lord Hankey.

"So far as practicable and the exigencies of Service duties permit, corresponding opportunities for further education and training will be provided by the Service Departments during the period of resettlement *before demobilisation is complete, for men and women likely to remain in the Armed Forces for a substantial period.*"

6th May, 1943.—The President of the Board of Education mentioned that "the Board of Education is represented by the Deputy Secretary in the Interdepartmental Committee of which Lord Hankey is Chairman."

27th May, 1943.—The Minister of Labour and National Service explained that "members of the Women's Land Army stand in relation to the scheme for further education and training in the same position as workers in the war industries."

The scheme is already in operation. A special awards committee of the Board of Education has made awards for further education to a small number of discharged disabled people not required for work of national importance. 14 out of the 22 awards made have gone to men who will become teachers. (*The Times Educational Supplement*, 29th May, 1943.)

(A leaflet containing full particulars of the Scheme as it will operate after the war is obtainable from the Appointments Department, Ministry of Labour and National Service, Sardinia Street, London, W.C.2.)

(c) **Building Industry**

A Report on **Training for the Building Industry** was published by the Ministry of Works and Planning in *February*, 1943. A White Paper was presented on the same subject (Cmd. 6428) jointly by the Ministers of Labour and Works. These papers study the possible requirements for building labour after the war, which they estimate at up to 1,250,000 men; recommendations are made for the encouragement of apprenticeship, increase in technical education, speedy training and re-training of adults in the immediate post-war years (up to 200,000 men during the first three or four years). A **Building Industry Advisory Panel**, to be presided over by the Minister of Labour and National Service or his deputy, should be established to cover all relevant labour questions arising on the building programme; under which there should be a special Training Committee. Arrangements should be made for local advisory committees. It is also

noted that while the greater part of the training will have to be given in Great Britain the position of men in the Forces overseas will have to be considered, especially if large forces have to be kept abroad after hostilities have ceased.

An Apprenticeship and Training Council, as proposed in the White Paper, has been set up under the Chairmanship of Sir Malcolm Trustram Eve, Bart., K.C.

2nd June, 1943.—In a debate on the Building Industry in the House of Lords, Lord Portal referred to the White Paper.

" . . . In the White Paper . . . a guarantee for twelve years is asked for. I think that perhaps the twelve years can be divided into two periods, one of ten years, the other of two years. The two years would be a sort of interregnum after the war. . . .

" . . . With Government support the industry itself is now going to try to arrange a guaranteed week, and that . . . will substantially abolish the problem of casual labour. . . .

" If we have 1,250,000 men who are to be allocated to the building trade after the war it is imperative for us to see that there is work for them to do. During the last three months we have obtained from nine Government Departments their programmes, and we have put the work on a twelve year basis. . . . We can already see that work is available for the first twelve years, as suggested in the White Paper. . . .

" . . . The first two years after the war . . . are going to be the difficult years. . . . Almost half the work outlined is for housing under the Ministry of Health. As soon as the war is over there will be some essential matters to be dealt with, and therefore during the first two years, at any rate, it will be necessary to have some system of priorities which will ensure that the most essential things come first, having regard to the amount of labour available.

" . . . I have recently appointed a **Controller of Experimental Building Development**, whose business it will be to co-ordinate all the ideas and new methods put forward by any firm or individual interested in building or the manufacture of building materials and equipment. He will have the advice of an **Inter-Departmental Committee on House Construction**. . . . It will link up the people who are experimenting with those who are actually engaged in building operations. . . .

" . . . We already have all the help and assistance from the Department of Scientific and Industrial Research of which the Building Research Station forms an important part. Even closer co-operation is being arranged with them on all scientific aspects of building. With a view to obtaining greater efficiency in post-war building, an investigation is taking place into the methods of placing and managing contracts."

(d) **Electoral Machinery**

The Report of the *Committee on Electoral Machinery* (Cmd. 6408) was presented in *December, 1942*.

The Committee was appointed by the Secretary of State for Home Affairs and the Secretary of State for Scotland on *2nd January, 1942*. Its terms of reference were :—

" to consider whether, for effecting the purposes of the present

system of electoral registration, improved methods and machinery can be devised, having regard especially to the circumstances likely to obtain in the period following the termination of hostilities ; and to examine the technical problems involved in *any scheme of redistribution of Parliamentary seats* by way of preparation for consideration of the principles on which any scheme should be based and to report on both these matters."

The Committee had to consider, among other points, the problems caused by heavy population movements during, and, probably, following the war ; the devising of machinery to prepare an electoral register if an emergency wartime election should be necessary ; the position of voters in the Armed Forces overseas.

10th November, 1942.—The Under Secretary to the Home Office stated that " when it can be seen that the life of this Parliament must end," and before the occurrence of a General Election, the House of Commons should " have a reasonable and proper opportunity of discussing any electoral reforms or changes," including measures affecting problems of men and women in the Armed Forces.

24th June, 1943.—The Home Secretary announced that for purposes of a post-war General Election there should be prepared an *Armed Forces Register* to enable members of the Forces and Merchant Seamen to vote either by post or by proxy ; in the case of *civilians* material for compiling an electoral register which can be kept continuously up to date would be prepared through the machinery of the national register. The Government propose to submit the necessary legislation to give effect to this scheme as soon as possible.

The Home Secretary stated that he hoped shortly to be able to make a statement as to the redistribution of Parliamentary seats.

(e) Forest Policy

A Report by the Forestry Commissioners on *Post-War Forest Policy* (Cmd. 6447) was published on 8th June, 1943.

The Report states that British consumption of wood increased five-fold between 1850 and 1913. In recent years about 96 per cent. of the consumption has been met by imports and only 4 per cent. by home-grown material. Imports of timber and wood products before the war were valued at £63 million. Wholesale exploitation of the woodlands has proceeded unabated throughout the war.

The post-war position will demand speedy and large-scale action. The object of the Report is to indicate a practical way of dealing with the problem.

It is suggested that an area of five million acres of forest is required by Britain, to ensure national safety and provide a reasonable insurance against future stringency in world supplies. A subsidiary benefit accruing from the systematic management of these five million acres would be the development and settlement of rural Britain.

It is estimated that 5 million acres of effective forest can be secured, as to 3 million acres by the afforestation of bare ground and as to 2 million acres from existing woodlands by selecting those woodlands which are

better suited for forestry than for any other national purpose. It is proposed that the attainment of the 5 million acres be spread over 50 years, subject to amendment at periodic reviews of the forest and timber supply positions.

Two programmes are submitted, a "Desirable" programme and an "Intermediate" programme. The first makes provision for planting 1,100,000 acres in the first post-war decade and 1,500,000 acres in the second decade. It is felt that these figures indicate all that can be carried out in the early post-war period, in view of the initial limiting factors, such as plant supply and numbers of trained supervisors. The "Intermediate" programme provides for planting 875,000 acres in the first decade.

Proposals are also submitted for the large-scale provision of housing required in connection with the State forests, for education and research and for increasing the number of **National Forest Parks**. The estimated net cost of the "Desirable" Programme is £41 million for the first decade and of the "Intermediate" Programme £32 million.

The Report emphasises the importance of having a single Forest Authority for the whole of Britain. It is not necessary to alter the constitution of the Forestry Commission as the established Forest Authority; but if Parliament requires direct ministerial responsibility that duty can best be performed by the Lord President of the Council.

10th June, 1943.—Sir William Jowitt referred to this Report in a speech at Cardiff :—

"I believe that there are opportunities for the re-establishment of rural life in Wales by means of forestry developments, for Wales offers unique opportunities for forestry on a big scale. The Welsh Reconstruction Advisory Council has already had forestry under consideration."

Sir William Jowitt mentioned the prior claims of agriculture, and said that the programme of 5 million acres in 50 years (of which area 2 million acres will be derived from existing woodlands) aimed at in the Report of the Forestry Commission "demands the goodwill of the agricultural community." He pointed out that "all purchases of land made by the Forestry Commission are made in *consultation with the Agricultural Departments*."

(f) **Hydro-Electric Development in Scotland**

The Report of the *Committee on Hydro-Electric Development in Scotland* (Cmd. 6406) was presented in December, 1942.

This Committee was appointed on 27th October, 1941, with the following terms of reference :—

"To consider (a) the practicability and desirability of further developments in the use of water-power resources for the generation of electricity and (b) by what type of authority or body such developments, if any, should be undertaken, and under what conditions, having due regard to the general interests of the local population and to considerations of amenity, and to report."

The chief recommendation of the Report was that a **public service Corporation** called the **North-Scotland Hydro-Electric Board** should be created.

The main objective recommended for the development programme of such a Board was :—

To attract to the Scottish Highlands, through the offer of cheap and abundant power, *a share in the vital and expanding electro-chemical and electro-metallurgical industries.*

This Report has particular interest in that it presents the first *specific* published proposals for post-war regional development by means of a specified industry.

The Government has lost no time in taking action. The main recommendations of the Report have been accepted by the Government and embodied in the Hydro-Electric Development (Scotland) Bill, which was presented on *20th January, 1943*, and received its Third Reading in the House of Commons on *27th May, 1943*.

23rd June, 1943.—The appointment and personnel of a committee to examine the position of **Rating and Valuation** in Scotland, was announced by the Scottish Office. The chairman is Mr. J. G. McIntyre, K.C.

During the Debate on the Second Reading of the Hydro-Electric Development (Scotland) Bill in the House of Commons on February 24th, the Secretary of State for Scotland had announced his intention of setting up this Committee. The first of its terms of reference is "to review, with reference to post-war requirements, the law and practice in Scotland in relation to the valuation of hydro-electric undertakings—with special reference to the recommendations of the Committee on Hydro-Electric Development presided over by Lord Cooper" (Cmd. 6406).

(g) Nursing Profession

Measures of re-organisation in the nursing profession are of importance in view of the general reconstruction of the medical and health services which is now under consideration by the Minister of Health in pursuance of the Government's decision to accept Assumption B. of the Beveridge Report, i.e. the establishment of a comprehensive and universal health service.

A **First Report of the Nurses' Salaries Committee**, set up in *May, 1942*, was presented by the Minister of Health to the Government on *5th February, 1943* (Cmd. 6424). This Committee proposes for the first time in the history of the nursing profession *national* salary scales covering every grade of nursing staff in every type of hospital, except mental institutions. Recommendations on midwives' salaries will follow at a later date. The Committee also made recommendations concerning hours of work, uniforms, night duty, holidays with pay, etc. The Minister of Health recommended local authorities to adopt these recommendations as from 1st April, 1943.

The **Second Report of the Scottish Nurses' Salary Committee** was presented on *9th April, 1943* (Cmd. 6439). It supersedes an Interim Report (Cmd. 6425). Besides recommending salary scales, etc., for

nurses in hospitals (except nurses in mental hospitals and institutions and assistant nurses which are still to be dealt with) the recommendations of this Committee cover Midwives, Health Visitors, District Nurses, School Nurses and Tuberculosis Domiciliary Nurses in Scotland.

A **Nurses Bill** received the Royal Assent *22nd April, 1943*. It had three main objects :—(1) to secure that assistant nurses should be given a recognised status and placed on a roll under the control of the General Nursing Council ; (2) to secure also that the public should be protected from unqualified persons representing themselves as nurses ; and (3) to this end, agencies for the supply of nurses, commonly known as “ Nurses Co-operations,” should be controlled by a system of licensing and inspection. The Minister of Health pointed out that the proposals of this Bill were broadly, though not entirely, in line with the Report (10.9.42) of the Nursing Reconstruction Committee of the Royal College of Nursing over which Lord Horder presides.

A **Nurses (Scotland) Bill** received its Third Reading (Commons) on *22nd June, 1943*.

(h) **Rehabilitation and Resettlement of Disabled Persons**

In *October, 1941*, the Ministry of Labour published an **Interim Scheme** for the Training and Resettlement of Disabled Persons of all classes.

In *December, 1941*, an **Interdepartmental Committee** on the **Rehabilitation and Resettlement of Disabled Persons** was set up under the Chairmanship of Mr. George Tomlinson, Parliamentary Secretary to the Ministry of Labour and National Service, with the following terms of reference :—

- “(a) to make proposals for introduction at the earliest possible date of a scheme for the rehabilitation and training for employment of disabled persons not provided for by the **Interim Scheme** ;
- (b) to consider and make recommendations for introduction as soon as possible after the war of a comprehensive scheme for
 - (i) the rehabilitation and training of, and
 - (ii) securing satisfactory employment for, *disabled persons of all categories* ;
- (c) to consider and make recommendations as to the manner in which the scheme proposed for introduction after the war should be financed.”

The Committee presented their Report in *January, 1943* (Cmd. 6415).

The Committee recommended that the scheme should be open to all disabled persons whatever the cause or the nature of the disablement ; its proposals covered the field of medical rehabilitation ; post-hospital rehabilitation ; resettlement in suitable occupations ; employment under sheltered conditions for the more severely disabled ; employment of the blind and deaf ; provision to assist disabled persons to set up in independent occupations on their own account ; placing and follow-up work ; survey of occupations. It was recommended that a Joint Committee

should be set up representing the Departments concerned to supervise the preparations for and the administration of the scheme at the termination of hostilities.

20th January, 1943.—Referring to this "Tomlinson Report," Lord Snell stated in the House of Lords :—

"The proposals in this Report are not limited to the war disabled and they will be discussed with the British Employers' Federation, the Trades Union Congress and the Royal National Council. They cover the whole field [of disablement] but at the moment the position is that [the proposals] have been accepted as a basis of discussion."

23rd March, 1943.—The Minister of Labour said :—

"The Government have accepted the recommendations of this Committee as a basis for discussion with the organisations concerned, and these discussions are proceeding. When . . . completed, it is proposed to consider the introduction of the necessary legislation to enable the scheme to be put into effect on the termination of hostilities. A Joint Committee representing the Departments concerned has already been appointed to co-ordinate the work of the various Departments in preparation for the introduction of the scheme.

27th May, 1943.—The Minister of Health stated :—

"The recommendations [of the Tomlinson Committee] which affect my Department are concerned for the most part with the development and extension of measures of rehabilitation already adopted under the **Emergency Hospital Scheme**.* In this matter my officers are proceeding in consultation with those having experience in this field of medicine, not only centrally but in hospitals throughout the country, where a special review of the subject is now in progress. I have also had the advantage of a discussion with representatives of the T.U.C."

(i) **Physical Planning**

(i) **The Report of the Royal Commission on the Distribution of the Industrial Population** ("Barlow Report," Cmd. 6153).

The Royal Commission was constituted in *July, 1937*, under the Chairmanship of Sir Montague Barlow, Bart. The terms of reference were :—

"I. **Causes** of the present distribution of the industrial population and the probable direction of any change in that distribution in the future.

II. **Social, economic or strategical Disadvantages** of concentration.

III. **Remedial Measures**, if any, to be taken in the national interest."

The Royal Commission had completed its deliberations before the outbreak of the war. Its Report was signed in *December, 1939*, and presented in *January, 1940*.

* See under Medical Services, *Home Front Handbook* (current issue).

The principal recommendations of the Commission were :—

- “(a) Continued and further redevelopment of congested urban areas, where necessary.
- (b) Decentralisation or dispersal, both of industries and industrial population, from such areas.
- (c) Encouragement of a reasonable balance of industrial development, so far as possible, throughout the various divisions or regions of Great Britain coupled with appropriate diversification of industry in each division or region throughout the country.”

The continued drift of the industrial population to London and the Home Counties was held to constitute “a social, economic and strategical problem which demands immediate attention.”

19th March, 1941.—Mr. Arthur Greenwood stated :—

“I have asked the Departments concerned if they would examine the Report [of the Royal Commission on the Distribution of the Industrial Population]—the majority and the minority Reports—from the point of view of their own particular duties and responsibilities. That has been done and we are now considering the next stage.”

29th July, 1941.—“The Government have already under consideration the Report of the Royal Commission on the Distribution of the Industrial Population in the light of the changes in the industrial situation since the Report was prepared. Plans for dealing with the post-war situation in this and other fields are being examined with full regard to the importance of the issues involved.”

(ii) **The Report of the Expert Committee on Compensation and Betterment** (“Uthwatt Report.” Interim Report Cmd. 6291. Final Report Cmd. 6386).

The Royal Commission had recommended (para. 250) that the Government should appoint “a body of experts to examine the questions of *compensation, betterment and development generally*.”

January, 1941.—An Expert Committee was set up, under the Chairmanship of Mr. Justice Uthwatt, with the following terms of reference :—

“To make an objective analysis of the subject of the payment of compensation and recovery of betterment in respect of public control of the use of land :

“To advise, as a matter of urgency, what steps should be taken now or before the end of the war to prevent the work of reconstruction thereafter being prejudiced. In this connection the Committee are asked to consider (a) possible means of stabilising the value of land required for development or re-development, and (b) any extension or modification of powers to enable such land to be acquired by the public on an equitable basis ; to examine the merits and de-merits of the methods considered, and to advise what alterations of the existing law would be necessary to enable them to be adopted.”

25th April, 1941.—The Committee presented an **Interim Report** (Cmd. 6291) containing recommendations directed to safeguarding the position of post-war reconstruction while their full recommendations were being framed.

17th July, 1941.—Lord Reith, Minister of Works and Planning, announced in the House of Lords the Government's acceptance *in principle* of the recommendations in the Interim Report. *This acceptance implied four main points :—*

- (1) That values for public acquisition and control of land (for purposes of immediate decision) should not exceed those of March, 1939.
- (2) The definition and appropriate special treatment of "reconstruction areas," which should be planned as a whole.
- (3) A general strengthening of planning control to safeguard the future while plans and the full post-war planning system are being worked out.
- (4) The establishment of a central planning authority.

The **Final Report** presented in *September*, 1942 (Cmd. 6386), elaborates these points and presents a well-considered and detailed plan for the "immediate vesting in the State of the *rights of development* in all land lying outside built-up areas" on payment of fair compensation.

The Committee also makes recommendations for the recovery of "betterment" in the form of a scheme for periodic levy on increases in annual site values.

(iii) **The Report of the Committee on Land Utilisation in Rural Areas** ("Scott Report." Cmd. 6378).

This Committee was appointed in *October*, 1941, under the Chairmanship of Lord Justice Scott. The terms of reference were :—

"To consider the conditions which should govern building and other constructional development in country areas consistently with the maintenance of agriculture and, in particular, the factors affecting the location of industry, having regard to economic operation, part-time and seasonal employment, the well-being of rural communities and the preservation of rural amenities."

The relation of this Committee to the Royal Commission is brought out in p. iv of the Report. "The Royal Commission on the Distribution of the Industrial Population had taken the view that agriculture was outside its Terms of Reference; and consequently that it was precluded from considering the effects upon agriculture of the de-centralisation and dispersal of industry and population which it recommended, or the conditions to be enforced for the protection of agriculture or otherwise. One of the objects of our appointment would therefore seem to be to consider and advise upon these two matters thus left open by the Royal Commission." Constant reference is made to this Report of the Royal Commission throughout the Scott Committee's Report.

The Committee presented their Report in *August*, 1942 (Cmd. 6378). This report, too, assumed that the policy of the Government involved the establishment of a Central Planning Authority. Its study embraced

agricultural development—rural housing—rural amenities—the location of industry—housing and planning in country areas, etc. A **Minority Report** was submitted by Professor S. R. Dennison.

From the terms of reference it will be seen that the work of the Scott Committee was complementary to that of the Uthwatt Committee. Both Reports dealt with the subject of how control may be evoked and exercised so that land may be utilised, whether in building or industrial development, or by the maintenance of agriculture, in order that the best results to public well-being may be secured.

The Uthwatt Committee Report reinforces some of the recommendations made by the earlier Royal Commission, and it is evident that the members of both the Scott and Uthwatt Committees have considered their own work as a continuation of the work begun before the war by the Barlow Commission. Throughout the Reports they deal with questions of the distribution of the industrial population as part of a long-term policy designed to deal with problems which existed before the present war broke out. Though these problems have been aggravated and extended by war conditions, consideration has not been confined to the temporary problem only.

Indeed, it may be said that the preparations for post-war physical reconstruction are largely a process of picking up the threads of progress of a robust nation which were broken by the impact of the war—with the additional problems—and opportunities created by the “blitz.”

(iv) Action taken on Uthwatt and Scott Reports

18th November, 1942.—Lord Portal made a first statement. He pointed out that although the Government is determined to give the nation “the wisest possible decision in the shortest possible time” it could not announce its decisions on many “novel,” “far-reaching” and “very technical” issues until its investigations had been further advanced. The Government had, however, taken a number of steps towards realising the assumptions set out in para. 17 of the Uthwatt Report and implicit in the Report of the Scott Committee, namely:—

- (a) National Planning is intended as a permanent feature of the country's administration.
- (b) National Planning will be directed to assuring the best use of land, both in regard to the general economic efficiency of the country and individual well-being.
- (c) Personal and sectional interests will be subordinated to the public good.

The steps taken included the drafting of legislation to cover a recommendation of the Uthwatt Committee (para. 136) that interim control should be taken over the development of land after the war, pending the working out of the broad lines of reconstruction. The Government has also agreed (and similarly drafted clauses) to accept the Uthwatt Committee's recommendations relating to the compulsory acquisition of land, *on a whole-area basis*, in war-damaged and other reconstruction areas.

1st December, 1942.—In the course of Sir William Jowitt's statement on post-war reconstruction he accepted on behalf of the Government the

need for "co-relation" of the Government policy in regard to the town and country planning, agriculture, transport, etc., described as "national organisation" by the Scott Committee, and as "national development" by the Uthwatt Committee. It was not, however, "appropriate . . . to say anything at this stage which might bind this or future Governments in their final decision on how such co-relation might be achieved."

After giving full weight to views expressed by the Scott and Uthwatt Committees the Government have reached the conclusion that "with regard to the machinery for the control of the use of land and the administration of town and country planning . . . the fullest measure of direct responsibility to Parliament must be maintained."

To this end a **separate Ministry of Town and Country Planning in England and Wales** under a separate Minister will be established.

This Minister will be a member of the Ministerial Committee considering general problems of reconstruction, to which Sir William Jowitt referred in describing the machinery for working out practical schemes of reconstruction.

The Government has thus rejected the recommendation of the Scott and Uthwatt Committees for placing the *main responsibility* for the control of town and country planning in the hands of a permanent Commission. They recognise the value of such a Commission *acting under* the Minister of Town and Country Planning, and in legislation to be submitted to Parliament the Government contemplates making provision for the appointment of such a Commission to assist the Minister of Town and Country Planning.

The Government has "as yet come to no conclusion" on the "very difficult problem" of the acquisition by the State of development rights in all undeveloped land.

The Government proposes in forthcoming legislation "to confer wide and simple powers on local authorities for the compulsory acquisition of land," and financial provisions to implement this suggestion will be discussed.

17th March, 1943.—The Parliamentary Secretary to the Ministry of Town and Country Planning said that "the Government are considering, together with other recommendations of the Uthwatt Committee, the detailed application of the principle that compensation payable in respect of the public acquisition or control of land should not exceed sums based on the standard of values at **31st March, 1939**. . . . I am unable to say when legislation will be introduced."

The Establishment of a Ministry of Town and Country Planning—in acceptance of the principle of a *Central Planning authority* advocated in the Uthwatt and Scott Reports—has been referred to in Part II above.

A Town and Country Planning (Interim Development) Bill was presented on **20th April, 1943**, and received its Third Reading in the House of Commons on **25th May, 1943**. "The Bill is designed to extend **Planning Control** to all areas in England and Wales not already subject thereto, and to strengthen the powers of **Planning Authorities** and of the Minister in the control of interim development, i.e. development in the period before a planning scheme becomes operative."

The Bill confers on the Minister wide powers of control over interim

development and in particular, power to require such applications to be referred to him for decision in the first instance.

The Minister is also given power to constitute a joint planning committee without the request of a constituent authority and to give such committee control over interim development.

The measure is of interest as bringing land development for the first time under effective control of a central planning authority and visualising planning on a national scale.

22nd April, 1943.—Sir William Jowitt referred to this Bill and said that the Minister of Town and Country Planning's "next step . . . is to give local authorities ample powers to purchase land. We have indicated that we were in favour of such a provision so that if land of any sort is involved in a reconstruction plan, the local authority may buy the land and develop the land as a whole."

11th May, 1943.—Moving the Second Reading of the Bill, Mr. W. S. Morrison said "the field of town and country planning is a very wide one, and I must say straight away that this Bill is but the forerunner of several Bills that must inevitably follow if the real new structure of town and country planning is to be erected. The object of this body of legislation is . . . to secure that the land of this country shall be put to the best use in the public interest. . . . This Bill is, in my view, the first step that must be taken . . . whatever decision is come to on other matters. . . .

. . . "At present," said Mr. Morrison, "about 5 per cent. of the area of England and Wales is subject to statutory schemes which are in force. . . . When this Bill is passed *interim development* will cover (the remaining) 95 per cent. of the land of England and Wales."

Replying to the Debate, the Parliamentary Secretary to the Ministry of Town and Country Planning, Mr. Henry Strauss, clarified the relation of the Bill to the Scott and Uthwatt Reports.

"The fundamental proposal in the first Clause is an emphatic recommendation both of the Scott and Uthwatt Reports; so are the provisions of Clause 6, and so are the most important provisions of Clause 2 (1) . . . There are two points which in Mr. Justice Uthwatt's view should have clear priority"—

- (i) setting up a central planning authority;
- (ii) making planning immediately applicable to the whole country.

As regards (i) ". . . the Government did not adopt the precise suggestion of the Scott and Uthwatt Reports but . . . set up a Ministry of Town and Country Planning instead . . . to which the House assented without a division."

As for (ii) ". . . "Hon. Members have only to read para. 136 of the Uthwatt Report on which Clause 1 of the Bill is substantially founded."

10th June, 1943.—Moving the Second Reading of the Bill in the House of Lords the Lord Chancellor stressed this point.

The effect of Clause 1 "is exactly the provision which in both the Uthwatt Report (para. 136) and the Scott Report (para. 234) was pointed to as necessary really to clear the way for the future development of a central planning system."

4th May, 1943.—The Secretary of State for Scotland stated that “separate Scottish legislation will be introduced to give effect to the recommendations of the Uthwatt Committee already accepted on the subject of interim development control . . .”

A Committee under the Chairmanship of Lord Rushcliffe has been set up to consider the recommendation of the Scott Committee (para. 238) that registration of title of land should be made compulsory over the whole of England and Wales (Hansard 17.3.43).

27th May, 1943.—The Minister of Town and Country Planning said at a Press Conference :—

“I do not wish to minimise the importance of early decisions upon certain major recommendations of the Barlow, Scott and Uthwatt Commissions but those who are impatient for those decisions to be taken should recognise that such decisions involve not only great financial issues and difficult legal problems. They also involve social problems that demand very careful handling by Government.

The Barlow, Scott and Uthwatt Reports were at one in emphasising the complex factors about which information must be collated before a country can be well and truly planned. . . .”

10th June, 1943. — The Lord Chancellor enlarged on this theme. “ . . . This business of the setting up of planning as a **Central Government function** is one of the most complicated, one of the most fundamental, and, some people would say, one of the most revolutionary, changes that has ever been proposed in modern times. It raises economic questions, social questions, commercial questions and human questions of very great complexity, all of which interact upon one another. . . In the Uthwatt Report . . . it is realised that the final decision on some of these matters cannot be reached while we are in the midst of so much else which is of even more fundamental importance. . . .”

(v) **The Utilisation of Land in the Rural Areas of Scotland Committee**, which was appointed in *February*, 1943, under the Chairmanship of Lord Normand, presented its Report in *April*, 1943 (Cmd. 6440).

The terms of reference were :—

“To review the steps that are being taken in Scotland to ensure that the recommendations of the Committee on Land Utilisation in Rural Areas in England and Wales, so far as they can be applied to Scottish conditions, are being duly considered and to advise what further steps if any should be taken.”

While recording a few detailed suggestions from the Scott Report for Scottish application, the Report states that all the more important and urgent of the Scott Committee's recommendations are being given close and practical study by the various Scottish Committees (*see under Scotland* below) and does not advise any departure from the present method of dealing with the Scott Report in its bearing on Scottish conditions.

(j) **Social Insurance and Allied Services.**—“**Beveridge Report**”

The Report of the **Interdepartmental Committee on Social**

Insurance and Allied Services, presided over by Sir William Beveridge, was published on 1st December, 1942 (Cmd. 6404).

The Committee was appointed in June, 1941, with the following terms of reference :—

“To undertake, with special reference to the inter-relation of the schemes, a survey of the existing national schemes of social insurance and allied services, including workmen's compensation, and to make recommendations.”

The duty of recommendation was confined later to the Chairman of the Committee. The other members sat as advisers and assessors on technical subjects.

The Report has been summarised, and published by H.M. Stationery Office as *The Beveridge Report in Brief*. The outline of the Report is also briefly expounded in Part I of the full Report. The Appendix G (Cmd. 6405) contains the Memoranda submitted by Organisations to Sir William Beveridge. Appendices A, B and D to F published with the full Report are also in the nature of commentary on particular aspects of the plan.

The plan assumes the establishment of children's allowances, comprehensive health and rehabilitation services, and the avoidance of mass unemployment and is based on six principles mentioned below. Its recommendations would be effected by 23 main changes designed to give a unified system, under a Ministry of Social Security, on a contributory basis, including all citizens without upper income limit.

It was noted by Sir William Jowitt on 1st December, 1942, that Parliament would discuss the main questions raised in the Report early in 1943 and the Government after “hearing . . . opinions expressed in Debate . . . will be able to indicate to the House their *general attitude*.”

Sir William Jowitt suggested considerations which ought to be borne in mind in studying the Report :—

“We must survey [this] work not in isolation, but as a part of our reconstruction as a whole.”

The proposals should be considered “in relation alike to finance, to industry, to the maintenance of international security, as well as to our social services generally.”

The Report was debated in the House of Commons on 16th-18th February, 1943, and in the House of Lords on 24th-25th February. In the course of the Debate in the Commons the Government announced decisions of principle as follows :—

It accepted the three Assumptions of the Beveridge Report, namely maintenance of employment, the establishment of a comprehensive health service covering the whole population, and children's allowances. With one modification, the Government have accepted the six fundamental principles in the Beveridge Report, on which the plan itself is based :—

- Flat rate of assistance benefit.
- Flat rate of contribution.
- Unification of administration.
- Adequacy of benefit.
- Comprehensiveness or universality.
- Classification of beneficiaries.

The Government have accepted the whole substance of these, save for one point—the subsistence basis—and “while not accepting this in principle the Government have intimated their aim to fix a benefit for unemployment and ill health on the same basis as nearly as possible.” (Mr. Herbert Morrison, Secretary of State for Home Affairs, 18.2.43).

With regard to points of detail, 23 changes in the existing social insurance system are proposed by Sir William Beveridge (*see* paragraph 30 of the *Beveridge Report*). Of these 23 changes the Government have rejected one (change 23, relating to the proposal that industrial insurance should become a public service). This proposal Sir William Beveridge did not consider as essential to the plan. Of the other 22 proposals, 6 are left wholly or partly open for further consideration in the light of the debate, and the remainder of the changes are accepted.

28th February, 1943.—Speaking at Ashton-Under-Lyne the Deputy Prime Minister, Mr. Attlee said :—

“The Government have welcomed [Sir William Beveridge's] scheme and have accepted its principles and . . . the greatest part of all his actual proposals. We are now getting down to the business of working out the detailed implementation of the scheme. . . .

“There is no desire on the part of any members of the Government to delay or evade the consequences of the Government's acceptance of the scheme. . . . It means that we are taking practical steps in this country to make effective the principles of the Atlantic Charter.”

12th March, 1943.—The Home Secretary, speaking at South Hackney, commented on the fact that “The Beveridge Report was published at the beginning of December last. Less than three months after the appearance of this very comprehensive and elaborate plan . . . the Government had completed its examination of the plan and was able to announce its policy to the House of Commons. . . .”

Mr. Morrison added that in his own Department, the Home Office, “we are busily engaged in the further study and analysis of the problem of Workmen's Compensation, upon which the Government's policy is yet to be determined and announced to Parliament. I have no doubt that work is similarly getting under way in the other departments concerned.”

10th June, 1943.—In a speech at Cardiff, Sir William Jowitt reinforced the remarks of Mr. Attlee above. “In some quarters there seems to be an impression that the Government does not mean business about the Beveridge Report. *Nothing could be further from the truth.* This great Report proposes fundamental changes in the social insurance system of this country. It might have been expected that in the middle of a great war the Government could not have found time to reach any conclusions on it and that when, in less than three months of the publication of the Report it was debated in Parliament, the Government would not have been able to give any indication of their views and would simply have had to listen. They did, in fact, do more than listen. Obviously it would have been impossible for the Government to announce their final conclusions, but they did announce provisional decisions on a large number of important points.

"Since the debate a very great deal of hard and constructive work has been done and is still going on. . . .

"It is, however, impossible at this stage to give any forecast of the date by which the work will be completed, and it is really unreasonable to expect it. It must take time. The field is a vast one and Sir William Beveridge himself recognised that there were many complicated questions to be investigated, worked out and dovetailed into one another. With proposals of this magnitude, which affect so many people, it would be a capital error to come out with a premature half-baked scheme. But I can give an assurance that no time is being lost and that work is proceeding continuously and expeditiously."

Machinery for the consideration of the Beveridge Plan has been set up as follows. (Statement of Sir William Jowitt, 22.4.43).

In the "temporary period during which we are working out the proposals," where existing Departments of State already handle subjects involved in the Beveridge proposals those Departments remain responsible for the study of those particular problems. Thus, the Minister of Health is responsible for the study of health insurance, the Minister of Labour for unemployment insurance, the Home Office for dealing with workmen's compensation.

Twenty heads of study were prepared by Sir William Jowitt, most of these sub-divided under three or four sub-heads; the heads of discussion were allocated to the appropriate Departments. A "very strong" Committee of the War Cabinet will in due course receive Progress Reports from these Departments. This Committee of the War Cabinet, to which problems arising from the Beveridge Report are referred, is a special *ad hoc* Committee.

Sir William Jowitt himself undertakes responsibility for matters "which are not within the ambit of any existing Government Department." Such matters include death benefit and children's allowances. A staff of "seven very highly placed Civil Servants . . . deals with this work."

Sir William Jowitt pointed out that this machinery "is one of the methods which Sir W. Beveridge himself contemplated." Sir William Jowitt will report to the special Committee of the War Cabinet on the matters which he covers, as will other Ministers. "That we believe the most expeditious way of coming to a conclusion."

These arrangements Sir William Jowitt described as "the best business arrangements . . . for translating as quickly as possible the Beveridge Report, or those parts of it which . . . the Government had accepted, into legislative form."

On various points of detail Government statements have been made on the Departmental progress achieved.

Children's Allowances : 25th February.—The President of the Board of Education said that in pursuance of the Government's announced decision to accompany the scheme of family allowances by extended child welfare services, he proposed first to "extend the provision of milk and meals in schools . . . second . . . to make a statement to the House [at a future date] about the implications of [extended child welfare services]."

Speaking at Darfield, Yorkshire, 17th May, 1943, the President announced that fully equipped kitchens will shortly be available for local authorities free of charge as part of a plan for big and rapid expansion of the school meals service. "My aim," he said, "is to see that, at the earliest possible moment, a hot mid-day meal is available for practically every child at school."

13th May, 1943.—The Minister without Portfolio stated that the advisability of seeing that children's allowances are paid direct to the mothers "is one of the points that are being considered."

[The matter of **Family Allowances** had already been examined by the Chancellor of the Exchequer and a White Paper issued (Cmd. 6354) but decision on the subject had been postponed for consideration in the light of the Beveridge Report.]

Cripples and Disabled Persons. 20th May, 1943.—The Minister of Health affirmed "that the position of [cripples and disabled persons who are ineligible for health insurance benefits and have not reached the age for the old age pension] will need special consideration in respect of sickness and invalidity benefits in connection with the proposals in Sir William Beveridge's Report."

National Health Service. 18th March, 1943.—The Minister of Health stated, in answer to a question, that his conversations with interested organisations with regard to Assumption B (comprehensive medical service) of the Beveridge Report would "include discussions with . . . dentists, opticians and pharmacists."

8th April, 1943.—In connection with the inclusion of dental treatment as part of a comprehensive health service the Minister of Health announced the appointment of a Committee under the Chairmanship of Lord Teviot with the following terms of reference:—

"To consider and report upon:—

- (a) the progressive stages by which, having regard to the number of practising dentists, provision for an adequate and satisfactory dental service should be made available for the population;
- (b) the measures to be taken to secure an adequate number of entrants to the dental profession;
- (c) existing legislation dealing with the practice of dentistry and the government of the dental profession;
- (d) measures for the encouragement and co-ordination of research into the causation, prevention and treatment of dental diseases."

5th May, 1943.—In the House of Lords during the debate on the health of the people, Lord Snell said:—

"The Government have accepted the principle of a national health service which will meet the needs of every citizen and which will make the fullest use of all existing resources. It has also accepted the principle that this must be based upon the well-tried local Government machine and that the well-being of the medical profession should be safeguarded."

The next necessary steps have already been taken. The Minister of Health and the Secretary of State for Scotland have discussed these proposals with their Medical Advisory Committees, which have begun preliminary discussions with representatives of the medical profession, local authorities and voluntary hospitals. All these have set up Committees which are meeting the officers of the Ministry for detailed discussion."

27th May, 1943.—The Minister of Health said he had "had very fruitful discussions [with the representative committee of the British Medical Association] in the last ten days," and that he had "received definite and constructive proposals from [the voluntary hospitals] only last week."

10th June, 1943.—The subject of the National Health Service was raised on the Adjournment. The Minister of Health explained that the discussions on the subject fell into three main stages.

- (i) A preliminary and confidential exchange of ideas with the medical profession, voluntary hospitals and local authorities.
- (ii) A published statement on the main issues for general public discussion both inside and outside the House.
- (iii) The introduction of draft legislation.

The time, he said, was drawing near for the second and *main stage* of public discussion—the publication of a statement, perhaps as a White Paper, which would "focus for all concerned [the main issues involved in] this very vital and important new service which is contained in Assumption B of the Beveridge Report."

PART V

CONSIDERATION OF SUBJECTS WHICH HAVE NOT REACHED THE STAGE OF PUBLISHED REPORT OR LEGISLATIVE ACTION

Important subjects still in the stage of investigation include :—

- A Agriculture.
- B Armed Forces—Demobilisation.
- C Civil Aviation.
- D Civil Service Reform.
- E Education.
- F Fisheries.
- G Health—
 - (i) General.
 - (ii) Hospitals.
 - (iii) Industrial Health.
 - (iv) Nutrition.
- H Housing.
- I Physical Planning.
- J Public Utilities.
- K Scotland.
- L Trade, Industry and Finance —
 - (i) Finance and Currency.
 - (ii) Trade and Industry, General.
 - (iii) Export Trade.
 - (iv) Retail Trade.
- M Wales.

A.—AGRICULTURE

26th November, 1940.—The Minister of Agriculture, Mr. R. S. Hudson, gave the following pledge in the House of Commons :—

“ The Government, representative as it is of all major Political Parties, recognises the importance of maintaining after the war a healthy and well-balanced agriculture as an essential and permanent feature of national policy. The guarantee now given is meant to secure that stability shall be maintained not only during hostilities, but during a length of time thereafter, sufficient to put into action a permanent post-war policy for home agriculture.”

This pledge has been reaffirmed from time to time, the last occasion being by the Minister of Economic Warfare, Lord Selborne, in the House of Lords on *27th May, 1943*.

In his broadcast on post-war problems on *21st March, 1943*, the Prime Minister put agriculture in a leading position in the "Four Years Plan." He said :—

"We shall have to grow a larger proportion of our food at home. During the war immense advances have been made by the agricultural industry. . . . I hope to see a vigorous revival of healthy village life" with improved services and amenities so that "life in the country and on the land ought to compete in attractiveness with life in the great cities" . . . but this, added Mr. Churchill, "would probably involve substantial charges which the State must be prepared to shoulder. . . ."

16th February, 1943.—The Duke of Norfolk, Joint Parliamentary Secretary to the Ministry of Agriculture, had drawn attention to the fact that the agricultural industry would meet the post-war period in a high state of efficiency. "This country is, I believe, producing more food per acre than any other country in the world, and it is also producing more food per man per acre. . . . At the end of this war we shall have a countryside that, generally, is in better shape than ever before."

27th May, 1943.—Lord Selborne, Minister of Economic Warfare, explained the inevitable delay in the formulating of the Government's "definite suggestions" to the agricultural industry.

"The industry has produced its programme. . . . We have had considered programmes put forward by the National Farmers' Union, the Royal Agricultural Society, the Central Landowners' Association, the Council of Agriculture, and also a group of members of your Lordships' House. . . . Now these contributions reveal a remarkable unanimity which must necessarily carry great weight. . . . The Minister of Agriculture had hoped to enter into consultation with the industry this spring. . . . But we find that we are not yet in a position to do this. . . . You cannot draft the policy of one great department of our national economy without reference to issues of basic importance in other great departments of national economy. . . . In other words, these great problems of the post-war world cannot be considered in watertight compartments.

"*The problem of agriculture [cannot] be considered in isolation. . . . Our agriculture is not merely a national problem but is partly also an international problem.*" He instanced the proceedings at the Food Conference in the United States, referring to the concluding words of the declaration by the United Kingdom delegates :—

"Food and agricultural policy are . . . closely related with international economic policy—that is, with monetary arrangements, with commercial policy, and with the future of international investment. All these facts are parts of a single whole and we cannot tackle one of them satisfactorily without paying some attention to the rest."

Lord Selborne stated, however, that "*an immense amount of preparatory work is going on at the present moment and has been going on for some time. . . .*"

The nature of some of the preparatory work has been made available.

- (a) The Report on *Land Utilisation in Rural Areas* (Scott Report) has been considered above.
- (b) The Report of the *Expert Committee on Compensation and Betterment* (Uthwatt Report) has also been considered above.
- (c) **Agricultural Research and Improvement**

The **Agricultural Research Council** is one of three Government organisations established, under the Lord President of the Council—the other two being the **Department of Scientific and Industrial Research** and the **Medical Research Council**—to promote and co-ordinate scientific research on all problems that affect the life and activities of the nation as a whole. The relation between the three organisations is very close. Where agriculture touches industry (e.g. in processing and storage of agricultural products) and where it touches medicine and public health (e.g. in the nutritional value of agricultural products) much of the necessary research work is done by the Department of Scientific and Industrial Research and the Medical Research Council respectively. The Agricultural Research Council as the organisation responsible for fundamental research in agriculture has been given wider scope during the war.

A Report on *Agricultural Research in Great Britain*, drawn up by the Council and published as a White Paper (Cmd. 6421, February, 1943) recorded the progress of research on a number of agricultural problems (such as Soils, Fertilisers, Plant Diseases, Storage and Processing of Foods, etc.), a summary of which will be found on page 17 of the Report. The Report also contained suggestions relating to the reconstruction of rural life and industry after the war as a result of a preliminary examination of the problem carried out by the Agricultural Economics Research Institute, Oxford (pp. 88-90). This Institute is not under the direct control of the Agricultural Research Council and works as an independent body.

The **Agricultural Improvement Council for England and Wales** (there is also an Agricultural Improvement Council of Scotland) has issued its *First Report* covering the period to 30th June, 1942.

The Council was appointed by the Minister of Agriculture on 12th June, 1942, "to devise methods for seeing that promising results of research are applied as rapidly as possible to the problem of agriculture and are incorporated in ordinary farming practice and to advise from time to time concerning agricultural problems which appear to require scientific investigation."

The Council is complementary to the Agricultural Research Council. Its function is to get the results achieved by the Agricultural Research Council applied in practice.

An **Agricultural Machinery Development Board** was set up in January, 1942, on the recommendation of the Agricultural Improvement Council. It is composed of progressive farmers, familiar with the problems of mechanisation, manufacturers of agricultural implements, representatives of agricultural labour organisations and of the Agricultural Research Council and the Department of Scientific and Industrial Research.

A **National Institute of Agricultural Engineering** has been established in Yorkshire (the Agricultural Engineering Research Institute at Oxford being moved for this purpose).

(d) **National Farm Survey** (Ministry of Agriculture Statement 17.12.42).

The Survey, which covers every farm in the country of over 5 acres, was started in the spring of 1941, and the field work was nearly completed at the end of 1942.

The information being obtained falls under three sections :—

- (i) A "farm record" for each farm which gives information under these heads: conditions of tenure and occupation; the natural state of the farm, including its fertility; the adequacy of its equipment; the degree of infestation with weeds or pests; the adequacy of water and electricity supplies; the management condition of the farm, and its war-time ploughing up record. The information on the management condition of the farm is summarised in the grading of the farmer as A, B or C.
- (ii) The complete 1941 June 4th census return for the farm, including all the usual statistics of crop acreages and livestock numbers, together with supplementary information, asked specially for Farm Survey purposes, on rent and length of occupation of the farm.
- (iii) A plan of the farm showing its boundaries and the fields contained in it, on the 6 in. or 12½ in. scale.

All this information taken together provides a substantially complete record of the farm and enables anyone at a glance to get a full picture of its main features.

Objects of the Survey: Besides giving valuable information to County War Agricultural Executive Committees for their war-time administrative tasks, "the Farm Survey can be described as a Blueprint for Post-War Agricultural Planning." For example it will give a great deal of information on the inadequacies of the numbers and condition of the present farm workers' cottages and the needs of water and electricity supplies.

The map material will assist in considering what agricultural land should be reserved as such and protected from "development."

Another aim is to derive from the survey material a large number of *statistical inferences* that can be used for post-war policy or administration in dealing with such problems as land improvement in all its aspects, fuller utilisation of scientific knowledge and the establishment of more accurate criteria of economic efficiency.

The general direction of the Survey is in the hands of a **Farm Survey Supervisory Committee**.

(e) **Rural Land Utilisation** (Ministry of Agriculture Statement, 21.5.43)

"In February, 1942, the Government announced their acceptance of

the principle of planning the use of land so as to secure its most appropriate development and use. It was stated that the general promotion of rural development in the light of a positive policy for the maintenance of a healthy and well-balanced agriculture was to be a purpose of policy, and that to this end the Government would seek to avoid the diversion of productive agricultural land to other purposes when there was land of lesser worth that could reasonably be used instead.

"The Minister of Agriculture has now set up an organisation to provide information and advice on matters affecting agriculture and the utilisation of the land and to co-operate closely on all questions of town and country planning. The appointment of Dr. L. Dudley Stamp [who had been a member of the Scott Committee] as Chief Adviser on Rural Land Utilisation has already been announced. [Ten] Rural Land Utilisation Officers have since been appointed for each of the various regions of England and Wales. . . ."

The Rural Land Utilisation Officers will work in close collaboration with the Regional Planning Officers of the Department of Town and Country Planning.

(f) Some Agricultural Committees

Hill Sheep Farming : A Committee under the Chairmanship of Earl de la Warr was set up by the Agricultural Improvement Council to investigate the position of hill and upland sheep farming in England and Wales.

Design of Farm Buildings : In November, 1942, a Committee under the Chairmanship of Mr. T. W. Haward was appointed "to consider and make recommendations regarding the layout, design and construction of farm buildings after the war."

Agricultural Education : For Report of Lord Luxmoore's Committee on **Post-War Agricultural Education** see above.

Veterinary Education : The Committee on Veterinary Education under the Chairmanship of Mr. T. Loveday, whose Report was published in 1938, has been asked to review its recommendations "in the light of the altered circumstances arising out of the war and other causes." The Committee met again in February, 1943, and "has since been actively engaged in pursuing its enquiries." (*Hansard*, 4.5.43.)

B.—ARMED FORCES

Demobilisation

30th January, 1941.—Mr. Arthur Greenwood said: "I am already considering, in collaboration with my colleagues the First Lord of the Admiralty, the Secretary of State for War, the Secretary of State for Air and the Minister of Labour and National Service, the machinery which will be necessary for securing that release from the Armed Forces can be effected according to an orderly system of priorities."

30th April, 1942.—Sir William Jowitt again stated that:—

"The question of the machinery which will be necessary for securing

that release from the Forces can be effected according to an orderly system of priorities and cognate questions are being considered by an Inter-departmental Committee. . . ."

7th October, 1942.—Sir William Jowitt said that he had just received an interdepartmental report which considered the subject of demobilisation and related problems. This report has not been published.

17th November, 1942.—The Joint Parliamentary Secretary to the Minister of Labour announced that re-instatement in civilian employment and provision to assist "persons who do not possess re-instatement rights, or for whom those rights may be ineffective, to find suitable employment after the war (are included in) the general problem of re-settlement which is engaging the attention of the Government."

1st December, 1942.—Sir William Jowitt made the following points. Plans must be prepared in advance. Any scheme of demobilisation must be subject to military needs. "The broad principle on which we have drawn up plans is this, that *discharge will be based in the main on age plus length of service.*" The scheme must be fair and it should be *recognised as fair*, because unless it is so the scheme will not be followed. "The question of *education and training* for the young whose educational careers were interrupted by the war" has not been overlooked. Special provisions for the *disabled* are under detailed review.

Sir William Jowitt stressed that a detailed discussion of demobilisation at this present stage of the war was untimely. The first task was to win the war.

While re-emphasising this point in a speech at Liverpool on 17th June, 1943, Sir William Jowitt said that since his statement on 1st December, 1942, he had been asked to consider "not merely the length of service but the nature and quality of that service." He added that he was "arranging to have the whole scheme re-considered from this point of view; but it gives rise to obvious and formidable difficulties." On 22nd June, in a Parliamentary reply, Sir William Jowitt stated that "further consideration is being given to the suggestion that . . . special weight should be given to service *overseas.*"

19th January, 1943.—Mr. Attlee said: "The problem of resettlement in peacetime employment of persons demobilised from the Forces and *from war industries*, is engaging the close attention of the Service Departments concerned, under the general direction of . . . [Sir William Jowitt]."

9th March, 1943.—Lord Snell, replying to a motion in the House of Lords on the subject of welfare and resettlement in the immediate post-armistice period, said:—

"My duty is to try to present the attitude of the Government to the general problem." Referring to the welfare organisation built up and developed by the Ministry of Labour and National Service during the war, *especially for transferred workpeople*, he said:—

"In the resettlement period the machinery existing will have to go into reverse. The staff that has been engaged in mobilising labour for war service and war industry will have to return to the task of putting it back

and resettling it in civilian occupations. The welfare aspect of this task will be no less important than in wartime, and there can be little doubt that the welfare organisation that has been built up during the last three years will have to be adapted to play its part in close association with the related services of the Ministry."

For Further Education and Training Scheme for Demobilised Persons *see above.*

Further Apprenticeship

8th April, 1943.—The Minister of Labour and National Service stated that he was "in consultation with representatives of the employers' organisations and trade unions concerned on the arrangements which may be necessary to enable young people whose apprenticeship has been interrupted by service in His Majesty's Forces to resume employment and complete their training when they are discharged from the Forces."

C.—CIVIL AVIATION

1st October, 1941.—Mr. Arthur Greenwood referred to the appointment of an Interdepartmental Committee under the Chairmanship of Lt.-Col. Sir Francis Sheldermine, Director-General of Civil Aviation, "*to make recommendations as regards the reconstruction, organisation and development of civil aviation after the war.*" This Committee was appointed in August, 1941, and submitted an Interim Report in January, 1942. (Sir William Jowitt, 18.11.42.) The Report has not been made public.

17th December, 1942.—Civil Aviation and its future were debated in the House of Commons. Replying on behalf of the Government, the Joint Under-Secretary of State for Air said :—

"There is a universal acceptance of the importance of air transport to our national future. There is no question about that and the Government realise that . . . but . . . during the war the extent of our support to civil aviation has *had to be measured by its contribution to the war effort* . . . I would . . . be misleading . . . if I said that there was any prospect . . . early in 1943 of aircraft coming forward in sufficient numbers for us to be able to think of it in terms of transport for the British Overseas Airways Corporation. . . .

"The particular responsibility . . . for seeing when we can switch over *design capacity* from combat to civil types . . . is one for the Ministry of Aircraft Production."

On the Post-War position : "The Government wants to go ahead wherever possible. We must look at post-war civil aviation in a big way. *It is one of the major tasks of national reconstruction* . . . Although . . . we cannot divert any large amount of designing staff to the preparation of purely civil types . . . *nevertheless we can now start thinking and planning without detriment to our war effort and this we are doing.*"

The Under-Secretary added that the Ministry of Air and the Ministry of Aircraft Production are working in close concert and co-operation on

various "aspects of post-war civil equipment" such as "the application of wartime radio devices and radio aids to peacetime needs . . . the broad design requirements for types of civil aircraft after the war."

Captain Balfour also mentioned "de-icing apparatus" and the "problem of converting existing types of bomber aircraft to civil transport use during the interim period immediately after the war."

On the problem of employment raised in considering the future of civil aviation: "We and the whole world will need aircraft and in large numbers. At the end of the war we may be faced with two alternatives, *unless we safeguard the position now as far as we are able*. Either we shall have to contemplate closing down a large part of the aircraft industry, employing more than 1,000,000 workers, and hope that the industrial labour market will be able to absorb and use the skill of these men elsewhere, or we shall have to continue building bombers and fighters for which there may be little or no use in the numbers that we shall be producing at the end of the war."

"It is because *the Government are determined that this shall not happen that we are prepared to take bold decisions as to what we are to do in the future . . . I am authorised to say that the Government are now actively considering what these bold measures should be and what form they should take. If decisions can be properly taken now we shall certainly take them.*"

The subject of civil aviation has several times been discussed in the House of Lords. 10th February, 1943, Lord Sherwood (Joint Parliamentary Under-Secretary of State for Air) spoke on "steps the Government are taking now to prepare for that time when the aircraft industry can switch over from the military to the civil side." He stated that "while acutely conscious that we cannot direct our attention entirely to the side of civil aviation at the present time [the Government] appreciate the vitally important part which civil aviation will play in the post-war world."

"A small technical Committee has been set up under the Chairmanship . . . of Lord Brabazon, to enquire into the question of the development of types of aircraft for civil aviation. . . . The Committee have taken evidence from the industry, from the British Overseas Airways Corporation and from distinguished technicians, and they have carefully reviewed all the latest developments. They have had the benefit of advice from senior officers with recent experience of these problems. The Committee have worked at high pressure. Their Report was handed to the Secretary of State for Air and the Minister of Aircraft Production yesterday (9th February)." Lord Sherwood also mentioned the fact that the application of wartime radio developments to the needs of peacetime civil aviation is being closely examined.

■ The Report of the Brabazon Committee cannot be published. (Secretary of State for Air, 17.2.43.) Information cannot yet be available concerning "the proposal that shipping interests should participate in post-war civil air transport" since this "involves important issues of general policy which are under consideration by His Majesty's Government." (Joint Parliamentary Under-Secretary of State for Air, 3.3.43.)

11th March, 1943.—A detailed statement was given by Lord Cranborne on the international aspects of post-war civil aviation and a statement

was made on behalf of His Majesty's Government. The statement, in so far as it referred to the future of civil aviation as an industry (and therefore in connection with post-war employment), stated that as a result of the recommendations of the Brabazon Committee :—

“ The War Cabinet have taken the decision that the design of a limited number of types of civil aircraft shall proceed with the assistance of the Government as and when it can be arranged without impairing the war effort. The resources of the British aircraft industry in design are limited, and it is only by the unceasing efforts of the designers that British technical superiority over the enemy in military types has been and will be maintained. However, we shall, in association with the industry, do our utmost to organise design staffs of the higher calibre required, so that they may start without delay on the design of some, at least, of the new types recommended and on conversion work.”

1st June, 1943.—This decision of the War Cabinet was referred to by the Deputy Prime Minister, Mr. Attlee, in a Debate on Civil Aviation in the House of Commons. He added that “ the Minister of Aircraft Production has initiated consultations between his Department and the principal aeroplane constructors to see what can be done to advance the matter, without impinging in any way on the war effort.” Mr. Attlee gave the further information (i) that “ it has been possible to allocate the different design jobs for some four types of planes to certain firms. . . .” and (ii) that “ certain other arrangements are in hand for the adaptation of existing types for civil service, as was also recommended by the Brabazon Committee.” He also referred to “ the development which has taken place in various parts of the Commonwealth and the Empire of facilities for aviation (such as aerodromes, meteorological services, etc.) undertaken primarily for military reasons, but which will be available in the post-war period.”

9th June, 1943.—The Secretary of State for Air added that “ well developed airfields . . . will be made available both for our overseas and our *internal air services* after the war. It is not, however, possible at this stage . . . to determine the position of particular airfields in the post-war organisation of civil air transport. Meanwhile, the technical problems involved are being closely and actively studied.”

D.—CIVIL SERVICE REFORM

28th January, 1943.—The question was debated in the House of Commons of training for the Civil Service, particularly with a view to equipping officials to meet “ the task that is going to fall upon Departments of the Civil Service after the war.” (The debate was occasioned by a Report and recommendations submitted by the Select Committee on National Expenditure.)

Sir Kingsley Wood, Chancellor of the Exchequer, indicated “ the view of the Government upon certain of the recommendations.” On the question of promotion from lower levels to the administrative class, he said :—

“ We do appreciate . . . the need for an avenue of promotion of

this kind. I hope it will be possible to take further steps to safeguard the position when we come to make plans for the Civil Service in the post-war period.

"More attention should be given to the study of organisation and the use of outside experts.

"... The training of the Civil Service is of enormous future importance. . . . I propose at once to start an investigation into the general question of the training of Civil Servants, *including the question whether a Staff College could be established.*"

16th March, 1943.—In pursuance of this statement, Sir Kingsley Wood announced the personnel of a Committee to "examine the general question of the training of Civil Servants, including the question whether a Staff College should be established; and, if so, the particular form and character which the College should take."

E.—EDUCATION

Education Bill : Comprehensive reforms in a coming Education Bill have been foreshadowed by Government spokesmen, including the President of the Board of Education. An indication of some of the subjects under consideration has been given in some of these speeches.

15th July, 1942.—Lord Selborne, Minister of Economic Warfare, pointed out some of the difficulties in making proposals with regard to education :—

"I need not remind your Lordships that no President of the Board of Education can announce a policy of reform in exactly the same manner as other Ministers can announce reforms in their Departments or in the Services for which they are responsible. The Board of Education does not provide schools or administer them. Its functions are confined to the superintendence of matters relating to education in England and Wales. . . . Our system of education is a decentralised one in which the President and the Board work in partnership with the local authorities . . . and, in another sense, . . . with the denominations and with the teachers. Therefore, in education above all other subjects, it is desirable that . . . problems should be publicly debated and canvassed, because a very wide measure of assent has to be gained before any important reform can be carried. . . ." Lord Selborne went on : "*the Government are considering these three very important steps—forthwith restoring the school age to fifteen, then exploring the possibilities of extending the age to sixteen, and, thirdly, compulsory part-time education beyond that age.*"

Other subjects being considered include improvement in medical inspection of children ; the further extension of meals and milk provisions (already large) ; the improvement of technical education ; easing of entry to university education ; the extension of other adult education and the care of children under five.

"There will be many difficulties, but education is the entrance to the future and plans for education form the most definite of the Government studies for reconstruction."

23rd and 24th October, 1942.—The President of the Board of Education in speeches in Wales commented on the possible trends of future education, stressing the importance of diversity in training. On the latter occasion he commented :—

"The present war against aggression was combined with a rapid evolution of our social structure, and we should want all our best minds and brains to see us through. . . . We must . . . aim at providing several channels—the modern Senior School . . . the Junior Technical Schools . . . and the Secondary School. . . . After the school-leaving age the educational solution was . . . some form of day continuation school. This would provide a compulsory period of education during the week and a place for the Youth Service would still remain in looking after the leisure time of young people. The School Medical Service would certainly have to be extended to cover the period of adolescence."

1st December, 1942.—Sir William Jowitt referred to this "fundamental" matter. Discussions are being held by the President of the Board of Education with representatives of local education authorities, teachers, churches and other bodies. The first task of any scheme "must obviously be to put the full-time schooling of the child on a sound basis." This involves considering "the units of local education administration." He mentioned special attention paid to Wales and separate consideration being given to Scottish educational developments.

22nd February, 1943.—The President of the Board of Education in a speech at Glasgow dealt with educational reform.

" . . . I am determined that a scheme for Continued Education from 14 to 18 shall form part of the scheme which I am preparing. We must stop this waste of young opportunity: even the old and the sick will wish the young to have priority.

"I naturally welcome the introduction of children's allowances, and I hope these will continue until a child leaves school. . . .

"I . . . regard the retention of individual types of school as being in the true interests of a proper system of education. . . ."

6th March, 1943.—Referring to the same subject at Shrewsbury, Mr. Butler said: "[I] assure you that I intend that the final reform shall be comprehensive."

21st March, 1943.—The Prime Minister, in his broadcast, devoted considerable attention to the subject of education.

" . . . [Religion] must never be taken from our schools. . . .

" . . . Schooling . . . must be progressively prolonged. . . . After school-time ends we must not throw our youth uncared for and unsupervised on to the labour market. . . . We must make plans for part-time education, general and specialised, of our young people after entering industry."

And again . . . "Nobody who can take advantage of a higher education should be denied this chance. . . .

" . . . We must make sure that the path to the higher functions throughout our society and Empire is really open to the children of every family. . . . Britain . . . will need to draw her leaders from every type of school. . . . Tradition may play its part, but broader systems must now rule."

Boarding and Hostel Facilities : 20th May, 1943.—The President of the Board of Education said : " I hope to see, and intend to do all I can to encourage a wider establishment of boarding and hostel facilities."

Nursery Schools : 7th May, 1943.—In a message read at the opening of an Exhibition organised by the Nursery School Association the President of the Board of Education said that " these schools will occupy an important place in the Government's long-term policy for child welfare."

Committees

A number of Committees are at work on educational matters.

(i) **Recruitment and Training of Teachers : 25th March, 1942.**—The President of the Board of Education announced the appointment of a Committee under the Chairmanship of Dr. A. D. (now Sir Arnold) McNair, Vice-Chancellor of Liverpool University, " to investigate the present sources of supply and the methods of recruitment and training of teachers and youth leaders, and to report what principles should guide the Board in these matters in the future. . . ."

14th July, 1942.—The Parliamentary Secretary to the Board of Education announced that Dr. McNair's Committee was considering the question of the future supply and training of teachers who will be required when the school-leaving age is raised to fifteen. It was impossible at the present juncture to give an estimate of the number of additional teachers required, since so many factors remained uncertain. The Board of Education was taking steps to stimulate entries to training colleges, but in view of the urgent demand for other forms of national service, an increase in the number of entries could not be expected at present.

15th April, 1943.—The President of the Board of Education said that he intended "to take the necessary steps to ensure that there will be enough trained teachers to meet the needs [for the expansion of our education system in immediate post-war years]."

3rd June, 1943.—The Under-Secretary of State for Scotland said that " the Advisory Council on Education in Scotland are considering whether the existing arrangements for the recruitment and supply of teachers in Scotland are adequate. They have been asked for an early report."

(ii) **Youth Advisory Council :** The establishment of this Council was announced on *16th June, 1942*. It is under the Chairmanship of J. F. Wolfenden, Headmaster of Uppingham (the first chairman of the A.T.C.). It is representative of " Persons directly concerned in the Youth Service," the Churches, the Services, " Persons concerned with the employment of young people," Juvenile Courts, Education Administration, and three Assessors from the Board of Education, Home Office and Ministry of Labour and National Service respectively. Members are appointed in the first instance for one year.

This Youth Council is to begin work at once ; it thus does not look entirely to post-war problems ; but it is *expected to break new ground*.

The President of the Board of Education stated in announcing its inception :—

“ This will constitute the first attempt to include in one body the many types working in the field of youth, whether administrators, members of youth committees, or younger people, engaged in the voluntary organisations and in the pre-Service organisations . . . so that for once we may have a broad general picture of this vital problem ; . . . this new Advisory Council will be an advance along the road to a more integrated national service for youth.”

There are also Youth Advisory Committees for Scotland (Hansard 17.3.43) and Wales (Hansard 1.6.43).

(iii) The “ **Fleming Committee** ” on **Public Schools** : 16th June, 1942.—The President of the Board of Education also announced that under the chairmanship of Lord Fleming (a Scottish Lord of Session) and at the request of the Headmasters' Conference and the Governing Bodies Association of Public Schools, a body would be set up :—

“ To work out a plan under which the facilities of a boarding school education might be extended to those who desire to profit by them, irrespective of their means.”

2nd July, 1942.—The President of the Board of Education announced the composition and terms of reference of this advisory committee on the extension of opportunities for boarding school education. The Committee's function is :—

“ To consider means whereby the association between the public schools . . . and the general educational system of the country could be developed and extended ; also to consider how far any measures recommended in the case of boys' public schools could be applied to comparable schools for girls.”

9th July, 1942.—The President of the Board of Education further informed the House that the Committee would include in its survey schools other than “ public schools ” in so far as they may be relevant to the subject of their inquiry.

(iv) **Curriculum of Secondary Schools** : A Departmental Committee on Curriculum and Examination in Secondary Schools is sitting under the Chairmanship of Sir Cyril Norwood.

8th April, 1943.—The Foreign Secretary stated that “ the question of including suitable preparation for service abroad in the curriculum of the higher age groups in the secondary school is under consideration [by the President of the Board of Education].”

(v) **Musical Education** : 20th May, 1943.—The Chancellor of the Exchequer announced that he and the President of the Board of Education had appointed a Committee under the Chairmanship of Sir Walter Moberley “ to inquire :—

“ (1) Whether, in order to maintain the standard of professional

musicianship, it is necessary that increased assistance from public funds should be given to institutions (other than Universities) in England and Wales providing advanced musical training and education ; and

“(2) if so, to what institutions, on what scale, in what manner and subject to what conditions such assistance should be given, and to make recommendations.”

Vocational Training

No special committee has been set up to consider this topic, but it is being discussed by the Ministries and bodies interested.

16th June, 1942.—The President of the Board of Education stated :—

“ In the interests of youth, as well as out of consideration for our future industrial and commercial welfare—and I go so far as to say of our strategical welfare, as a great country—the whole system of our commercial and industrial training must be reviewed . . . the first step has been taken. Yesterday (i.e. 15th June) the first meeting took place of representatives of industry—both employers and employed—and of the Ministry of Labour, the Board of Education and the Scottish Office. All these interests have been brought together, by agreement, to consider the *vital question of vocational training in relation to employment*. I trust that . . . we shall build that *bridge between education and industry which the country has so long needed*.”

From later statements (2nd July, 1942, and 5th August, 1942, respectively) it appeared that representatives of individual industries would be able to state their opinions, both from employers' and employees' point of view ; and that in some cases this discussion has advanced.

14th May, 1943, at Leeds.—Mr. R. A. Butler again referred to the importance of vocational training :—

“ A much improved system of vocational training in industry and commerce is essential if we are to keep our place in the world's markets. Our new entrants must have general and technical training to make them fresh and ready to meet changing needs and the progress of invention ; but this training must be given after they have entered employment.”

This, Mr. Butler said, involved not only universal continued education for young workers, but specialised advanced training for those destined to become the skilled personnel in industry and the executives and leaders in both industry and commerce.. For this we needed more up to date and ample technical, commercial and art colleges and the full partnership of industry and commerce themselves.

Considerations have been published and notable comments made on *particular* aspects of the subject.

Adult Education and vocational training may be closely associated. In a statement of 27th July, 1942 (at Malvern College), the President of the Board of Education said that it might well be found that :—

“ the establishment of an organised system of continuing and adult education will be the educational advance of this age.”

Air Training Corps Educational Advisory Committee : In view of the “ present intention ” of maintaining the Air Training Corps after

the termination of the war (Hansard 14.4.43), mention may be made of the announcement by the Air Ministry (23.4.43) of the appointment of an Air Training Corps Educational Advisory Committee under the Chairmanship of J. F. Wolfenden, Headmaster of Uppingham. The function of the Committee is "to consider and to report to the Director of the Air Training Corps (W. W. Wakefield, M.P.) on such matters affecting the Air Training Corps as from time to time he may refer to them."

Building Industry : For Training for the Building Industry, see above.

Cotton Industry : 24th March, 1943.—Speaking at a Conference convened by the Cotton Board the President of the Board of Education envisaged a new scheme of recruitment, selection and training for the Cotton Industry, and said that the Government would welcome the appointment by the Industry of a Committee to formulate, supervise and execute such a plan.

Mr. Butler added that the Cotton Industry was not by any means unique in having to face serious problems of recruitment. Other major industries, such as building, engineering, pottery and coal mining, had gone a considerable way in framing policies, including systems of training.

Mining : A Departmental Committee has been appointed by the Minister of Labour and the President of the Board of Trade (in consultation with the President of the Board of Education).

"As soon as the report of this Committee is available the Government will consider, as a matter of urgency, what further steps should be taken to stimulate recruitment by improving the conditions and prospects (*including facilities for training*) of boys and youths entering the industry." (Coal. Cmd. 6364, 3rd June, 1942.)

Addressing the Convention of University Radio Teachers on 10th April, and again at Bristol on 17th April, 1943, Sir Stafford Cripps, Minister of Aircraft Production, emphasised that to re-establish our world position in industry after the war we shall have to depend on the skill of our methods of production and the ingenuity of our research and inventive work. For this purpose, he said, "our education must give us a far greater output of university trained personnel for our industries and our research institutions and we must draw the best brains from all walks of life and not from any limited classes of the population."

The London Region Advisory Council for Juvenile Employment has presented to the Minister of Labour and National Service a memorandum on the problems of post-war entry of juveniles into employment (published by His Majesty's Stationery Office, June, 1942). This memorandum does not necessarily reflect the views of the Government but it is hoped "that the publication of the memorandum will stimulate public interest in the questions involved." (9.7.42.)

In a White Paper, **Youth Registration in 1942** (published in May, 1943, Cmd. 6446), a survey is made of the wartime experience in dealing with the age group 16-17 inclusive.

On Post-War Arrangements the following conclusion is reached :—

“ The Government recognise that arising from the war, young people generally, in common with other members of the community, have suffered disabilities which may prove a handicap to them in future. Some of them have found that the educational facilities which they would normally have enjoyed have not been available to them ; others have not been able to pursue the careers which they had planned to follow ; the large majority have worked hard, often under difficult and harassing conditions, to provide their fathers and brothers with the implements of war. In connection with the general scheme of educational reform which they hope to bring into operation after the war, the Government have under consideration proposals for the adjustment of hours of employment in relation to the arrangements for continued education ; for the development of a comprehensive health service ; and for improved methods of vocational guidance in connection with the recruitment and training of young people for industry. Progress on these lines is both desirable and possible so that in the post-war period young people may be able to enjoy opportunities which have not been available to them in the past.”

F.—FISHERIES

Herring Industry : *11th February, 1942.*—The terms of reference were announced of a Committee, under the Chairmanship of Col. Colville, M.P. (since succeeded by Col. Walter Elliot, M.P.), “ to review the position of the herring industry and problems which are likely to confront it after the war and to report.”

The Committee has submitted “ a brief Interim Report ” (*Hansard* 26.1.43) which has not been published.

23rd February, 1943.—It was stated that “ the Government have the future of the herring industry prominently before them ” and that the Committee “ is obtaining evidence on all aspects of the problem from the different branches of the industry.”

G.—HEALTH

(i) General

The steps taken as a result of the Government's acceptance of the principle of **Comprehensive Health and Rehabilitation Services** (“ Assumption B ” of the Beveridge Report) have been mentioned above.

Speaking at Watford on *26th March, 1943*, the Minister of Health laid down certain principles to be considered in framing plans for a National Health Service.

“ . . . In the forefront I would place the principle of first class services for all. . . .

“ Another great principle which our national health service must embody is that of personal and professional freedom. . . .

“ One other guiding principle must be the positive promotion of health. . . . Our national service must be designed to prevent rather than to cure. . . .”

Addressing a Conference on Industrial Health at Caxton Hall on 9th April, 1943, the Minister gave further particulars of his conception of a National Health Service.

He said that to the Minister of Health the national health was one and indivisible. We had a lot of health services, but not "a Health Service with capital letters." The present need was to bring together in a simple and sensible pattern all the particular services and to see them as parts of a total service of health for the nation—for old and young, whether working in factory, pit, office or field, whether at school or at home—a service covering the "whole range of advice and treatment, from family doctor to specialist and hospital."

"... We want a thorough personal health service to become just an accepted and assumed part of the ordinary basis of community living. ... It is the Government's declared intention to secure it."

Medical Schools : 26th March, 1942.—The Minister of Health announced the appointment of a committee by the Secretary of State for Scotland and himself to inquire into the organisation of medical schools particularly in regard to facilities for clinical teaching and research and to make recommendations.

The Committee is not concerned with the curriculum for the training of medical students but with the organisation of medical teaching and its relation to the Universities on one hand and to the teaching hospitals on the other. It will consider such questions as the proper organisation and distribution of medical schools ; the appointment and remuneration of teaching staff ; the provision of an adequate range of cases for study and of suitable equipment, including the possibility of linking hospitals for teaching purposes ; and the organisation of post-graduate teaching, both for students specialising in some particular branch of medicine and for refresher courses.

Medical Advisory Committee : 26th November, 1942.—The Parliamentary Secretary to the Ministry of Health, Miss Florence Horsbrugh, replied to a question as to the steps being taken to "keep in touch with representative medical opinion in regard to the planning of the future of health services." She stated that : "a representative body of medical men and women engaged mainly in the clinical practice of their profession ... [had been set up as] a **Medical Advisory Committee** whose terms of reference are to advise ... on the medical aspects of problems relating to the health of the people."

16th February, 1943.—The Secretary of State for Scotland announced the setting up of a Medical Advisory Committee for Scotland, under the Chairmanship of Sir John Fraser, with the same terms of reference.

The Medical Advisory Committee for England includes two members with special experience of **Welsh** conditions (Hansard, Lords, 20.5.43).

Mental Clinics : 11th March, 1943.—The Minister of Health stated that "the question of post-war extensions [of mental clinics] is receiving attention."

(ii) **Hospitals Policy**

Long before the publication of the Beveridge Report preparations for

securing a *comprehensive hospital service* after the war were already being made.

9th October, 1941.—The Minister of Health replied to a question in the House of Commons :—

“ While any immediate reorganisation must be regarded as impracticable in present circumstances, certain broad principles can be laid down as the basis of Government policy. *It is the objective of the Government as soon as may be after the war to ensure that by means of a comprehensive hospital service appropriate treatment shall be readily available to every person in need of it.* It is accordingly proposed to lay on the major local authorities the duty of securing, in close co-operation with the voluntary agencies engaged in the same field, *the provision of such a service by placing on a more regular footing the partnership between the local authorities and voluntary hospitals* on which the present hospital services depend. To achieve the best results and to avoid a wasteful multiplication of accommodation and equipment it will be necessary to design such a service by reference to areas substantially larger than those of individual local authorities. . . . In so far as any new burden may be thrown upon local authorities in providing or maintaining hospital accommodation, or in contributing towards the expenditure of voluntary hospitals, a financial contribution, the extent of which will be a matter for further consideration, will be made available from the Exchequer . . . I am instituting a survey of hospitals in London and the surrounding area, to provide the information needed as a basis for future plans.”

2nd December, 1941.—The Parliamentary Secretary, Miss Florence Horsbrugh, announced the terms of reference of the London Hospital Survey :—

“ To survey the hospitals (other than Mental Hospitals and Mental Deficiency Institutions) in London and the surrounding area ; and having regard to the information thus obtained and to the general principles of post-war hospital policy laid down by the Minister of Health in the House of Commons, 9th October, to advise the Minister what area would appropriately be served by a hospital system centred on London and what modifications or extensions of the existing hospital facilities would be necessary or desirable to give effect to that policy.”

21st July, 1942.—In pursuance of the policy already announced on 9th October, 1941, the Minister of Health stated that a further test survey of hospital services had been instituted, to cover Lancashire, Cheshire and North Wales and adjacent areas looking to those counties for hospital treatment ; and “ having regard to the information thus obtained . . . to advise the Minister what areas would be appropriately served by a hospital system centred on the teaching hospitals of Liverpool and Manchester and what modifications or extensions of the existing hospital facilities would be necessary or desirable to give effect to that policy.”

25th September, 1942.—In a speech at Oxford the Minister of Health stated that third and fourth hospital surveys had been inaugurated, covering North-east England and the three Ridings of Yorkshire respectively.

Others would be instituted until the whole country was covered. The Minister said :—

“ That the first object of the surveys was to see how far each patient could, as easily and conveniently as possible, obtain the best treatment of the kind he needed.”

A test survey of hospital services in Scotland has been inaugurated by the Scottish Department (1943).

Post-war hospitals policy was discussed during the debate on Supply : Civil Estimates, *21st April, 1942*. The Minister of Health then added further points and emphasised his desire to work towards “ a true partnership between local and voluntary hospitals.” One point of interest was his statement that :—

“ It may be that we may also learn something in inexpensive hospital construction. The pre-war figure for hospitals of £1,000 a bed has given place to a figure for wartime single storey hospitals of about £250 and perhaps we may be able to have a sound and reasonable long-term type of construction somewhere between the two, out of the lessons of the past and of the war.”

21st October, 1942.—The Minister of Health said, at a meeting of the Cambridge University Medical Society that the operation of wartime services was providing a background against which the Ministry was working out ideas for future developments in health services. The Minister instanced the lessons learned from evacuation and from the Emergency Hospital Service which has provided “ under the pressure of war, a field for experiment in hospital organisation on a large scale.” He concluded :

“ The main lessons of the experiment are that the patient should go to the hospital best suited to his needs . . . To this end the hospitals in an area of suitable size should work as a whole and hospital finance must be so arranged that it will not hamper the patient's transfer to another hospital as his condition changes.”

15th November, 1942.—Speaking at the meeting of the General Council of King Edward's Hospital Fund for London, the Minister of Health related the hospitals policy referred to above to his study of “ Assumption B ” of the Beveridge Report.

“ This is neither the time nor the place to examine the scope of that Report, which is receiving—as it eminently demands—a thorough review in the light of the much wider problem of reorganising the background of individual living which we are all determined to solve. One feature of the Report, however, is of particular interest both to me and to the Fund—and that is what the Report calls ‘ Assumption B.’

“ This, as you know, is the assumption that comprehensive health and rehabilitation services will ensure all necessary medical treatment for everybody needing it—and this, of course, includes a hospital service. . . . In *October, 1941*, I announced . . . that it was the Government's intention to secure by means of a comprehensive hospital service, that appropriate treatment is available for all who need it and . . . to maintain the principle that, in general, patients should be called upon to make a reasonable payment towards the cost, through contributory schemes or otherwise.”

"On this last point, the Beveridge Report recognises that the question of patients' contributions and of contributory schemes is one which can be decided only in relation to the whole problem of the organisation of hospital services, and one which will depend on the general policy found best for providing those services. While it is too early yet for me to determine the shape of that policy, I am now conducting all the preliminary spade work and shall later be consulting the interests most concerned."

(iii) Industrial Health

22nd July, 1942.—The Minister of Labour exhaustively surveyed progress in industrial welfare during the war. With particular reference to the post-war period the Minister of Labour and National Service referred to the creation of a **Factory and Welfare Board** in 1940 for the discussion between representatives of all interested parties on matters of industrial health. He said :—

"I regard this procedure as a safeguard against the rigid bureaucratic methods. It gives industry and public services their proper place in this branch of administration and I hope that a Board of this character will remain a permanent feature to enable us to get over the changes and difficulties which will arise in our industrial system in the vexed and difficult times which lie ahead."

The Minister also said on the general development of welfare work in his Department :—

"I repeat that the methods which the Department have adopted during the year are not of mushroom growth. They have not been designed merely in the excitement of war. They serve the purposes of war and of protecting, feeding and maintaining the health of our people in the midst of a most strenuous situation, *but they have been designed in order to strengthen the administration and to introduce new, wider and more comprehensive duties and methods of grappling with industrial problems, and I hope that they will be of lasting benefit to the community.*"

The Minister was particularly referring to such extensions of industrial service as the provision of factory canteens, the development of accident prevention and health services, the development and intensification of medical supervision inside the factory and the expansion of the factory nursing service in conjunction with the Royal College of Nurses.

Coal Mines : The Report of an Interdepartmental Committee setting up a Medical Service scheme for the coal mines was outlined to Parliament by the Joint Parliamentary Secretary to the Ministry of Fuel and Power on 1st October, 1942.

26th November, 1942.—The Lord President of the Council announced that the **Industrial Health Research Board** had been reconstituted by the Medical Research Council and had initiated investigations into a number of new problems.

11th March, 1943.—The Minister of Labour and National Service announced the appointment of an **Industrial Health Advisory Committee** to be attached to the Ministry of Labour.

A **Conference on Industrial Health**, convened by the Minister of Labour and National Service, met on 9th, 10th and 11th April, 1943, at the Caxton Hall, Westminster. Its purpose was to emphasise the importance of industrial health and to elicit further suggestions for promoting it. The proceedings comprised speeches by Ministers, papers by a number of Government and other experts and contributions from persons attending the Conference.

[*Report of Proceedings* has been published and may be obtained from H.M. Stationery Office, price 1s. 6d.]

For **Rehabilitation and Resettlement** *see* under **Armed Forces** above.

(iv) **Nutrition Policy**

20th October, 1942.—The Minister of Health commenting on public proposals for the establishment of a **Nutrition Council** stated that:—
“The main purposes which they appear to have in view are *already secured by existing arrangements*. Technical investigation and research are adequately provided for through the Medical Research Council, the Agricultural Research Council and the Department of Scientific and Industrial Research. A great volume of work is continuously in progress . . . the [Medical Research Council] comprises amongst its members and officers a number of scientists outside the medical profession, and from the outset much valuable *research* on nutritional problems has been conducted on its behalf. The *application to current problems* of the results of scientific investigation is primarily the responsibility of the Health Department, to whom the Ministry of Food and the Agricultural Departments look for guidance in nutritional matters, when framing their programmes of production, import and distribution of foodstuffs.”

21st October, 1942.—The Parliamentary Secretary to the Ministry of Food stated that his Department was considering a consultation with other Departments, where appropriate, on the “question of post-war reconstruction as it may affect food supplies and distribution . . . ; *the principal object in view* is to prepare plans which will . . . meet whatever *contingencies may arise during a transitional period following the cessation of hostilities*. The general aspects of the problems likely to arise in the subsequent period are also being studied so far as practicable.”

1st December, 1942.—Referring to this great extension of nutritional policy providing for the needs of the community, Sir William Jowitt suggested that “the wise development which has taken place in the last few years should [not] be abandoned after the war is over.”

18th February, 1943.—Lord Woolton, commenting on the relationship between nutrition and agricultural policy, said:—

“We have made a beginning, at any rate, in establishing a nutritional standard for this country . . . [Proposals for] children’s allowances and a very considerable extension of the feeding of schoolchildren . . . arise directly out of our *determination to establish some good, sound nutritional policy*.”

H.—HOUSING

Speaking at Wakefield on 6th *December*, 1942, the Deputy Prime Minister, Mr. Attlee, summarised what he considered to be the salient features of current public thought on reconstruction. He put the concern of the general public about *post-war housing* second only to their concern about unemployment.

1st *December*, 1942.—Sir William Jowitt had stated that this problem must be given "a very high place" in plans for the future. The background of the problem includes need for repair of war damaged houses and dwellings, to reduce overcrowding, to provide for families separated by the war, and people married since the war began. Preparatory work, such as acquisition and survey of sites and the preparation of lay-out plans, must be in hand before the war ends. The Minister of Health, together with his Central Housing Advisory Committee and in co-operation with the Minister of Agriculture, who is responsible for the rural aspect, is preparing plans. The Minister of Works and Planning is dealing with problems of raw materials. The Scott and Uthwatt Reports raise, in connection with housing, the questions of the acquisition and development of land.

Rural housing and amenities required in rural housing areas were considered in the Scott Report. The Uthwatt Committee's Report should also be studied on questions of the acquisition and development of land in connection with post-war housing.

28th *January*, 1943.—The Minister of Health spoke in London of post-war housing plans.

"We must have ready when the war ends a planned programme over a number of years which takes into account the work of repairing war damage and of overtaking the heavy arrears of maintenance which will have accumulated by that time, as well as the provision of new homes. My Central Housing Advisory Committee is actively engaged in drawing up proposals for the post-war programme. . . ."

5th *March*, 1943.—Mr. Ernest Brown, addressing a meeting of Local Authorities in London and the Home Counties, said: "We may have to aim at a target figure of between three and four million houses. . . ."

18th *March*, 1943.—Lord Portal, Minister of Works, stated in the House of Lords that 300,000 cottages for agricultural workers would be a part of the programme of building 3,000,000 to 4,000,000 houses envisaged by the Minister of Health.

8th *April*, 1943.—The Minister of Health said "I shall press for the highest priority for housing work in view of its vital importance to the health and well-being of the nation."

The post-war target for Scotland had been stated by the Secretary of State for Scotland on 8th *July*, 1942.

Post-war housing in Scotland will require "from 40-50,000 houses a year—nothing less will suffice. [This] will require all [possible] assistance and goodwill . . . in every quarter. Labour must be organised, additional

workers must be trained, materials must be secured and in readiness, all up-to-date building methods both in the United States of America and on the Continent must be studied."

A One Year's Housing Programme : In the course of his speech on *5th March, 1943*, referred to above, the Minister of Health mentioned that he had suggested to Local Authorities that they should proceed to acquire suitable sites for a one year housing programme without waiting for "a pronouncement by the Government on the many important principles raised by the Barlow, Scott and Uthwatt Reports" or the results of the deliberations of the various Committees (mentioned below).

"I have asked them to select [such sites] in consultation with the Regional Planning Officers and, where agricultural land is involved, with the local representatives of the Ministry of Agriculture." The Minister added that, with the concurrence of the Chancellor of the Exchequer, he was prepared to sanction the raising of loans, if necessary, for the purchase of the sites and that he would "be prepared, where necessary, to entertain compulsory purchase orders."

20th May, 1943.—The Minister of Health said that "the preparations for the first year's programme by local authorities . . . are making progress. It is realised that difficulties arise in some districts where the use of war-damaged areas for housing purposes is necessary and these cases will be discussed with . . . the Minister of Town and Country Planning."

3rd June, 1943.—The Minister of Town and Country Planning stated that "close co-operation between my Department, the Ministry of Health and the Ministry of Agriculture, both in the region and at headquarters, will secure that sites [for local authorities' first year programme of housing] are not selected without due regard to green belts and to other requirements of good planning."

Committees

The following Committees are at work on problems connected with housing.

Central Housing Advisory Committee of the Ministry of Health : This is a statutory body set up under the Housing Act, 1936. The Committee was called to meet on *20th March, 1942*, to consider *post-war housing, including housing design* (Ministry of Health announcement, *12th March, 1942*). The Committee includes several women and representatives of professional employers' and employees' interests.

There is a **Rural Housing Sub-Committee** under the Chairmanship of Sir Arthur Hobbouse.

It was stated (Ministry of Health announcement, *20th March, 1942*) that the Central Housing Advisory Committee will appoint sub-committees to consider other aspects of housing problems likely to arise after the war and will keep in touch with the activities of the technical committees which are being set up in the Post-War Building Directorate of the Ministry of Works (*see below*).

A **Sub-Committee on the Design of Dwellings** was set up in April, 1942. The terms of reference were :—

“ To make recommendations as to the design, planning, lay-out, standards of construction, and equipment of dwellings for the people throughout the country.”

The Chairman is Lord Dudley. One of the joint-secretaries is Miss Judith Lederboer, the first woman architect to be appointed to the staff of the Ministry of Health.

13th May, 1943.—The Minister of Health said that Lord Dudley's Sub-Committee were considering “ the design and planning of dwellings suitable for all types of people for whom accommodation may have to be provided under the Housing Acts . . . specifically including dwellings for old people.” The Minister further stated that he had already received interim recommendations from this Sub-Committee on the planning of rural cottages and that he expected “ to receive the Sub-Committee's final report covering all phases of their present investigation by the autumn.”

When the Sub-Committee has produced its plans for urban houses and flats a manual will be prepared for the information and guidance of Local Authorities, in consultation with the Ministry of Town and Country Planning and the Ministry of Works, so that all the collected knowledge and information on the most up-to-date housing design may be available to them (speech by Minister of Health to Local Authorities in London and Home Counties, 5.3.43).

A similar Committee has been set up for Scotland (Lord Dudley, *Hansard*, Lords, 4.5.43).

Another Sub-Committee of the Central Housing Advisory Committee, under the Chairmanship of Sir Felix Pole, is considering the part that *private enterprise* can best play in post-war housing, the conditions in which it can effectively operate and the methods of finance and organisation required. (Minister of Health's speech, 5.3.43.) The report of this Committee is awaited (*Hansard*, 15.4.43).

19th November, 1942.—The Minister of Health announced that—jointly with the Minister of Works and Planning and the Secretary of State for Scotland—a Committee has been appointed to consider inter-departmentally :—

“ **materials and methods of construction suitable for the building of houses and flats** having regard to efficiency, economy, and speed of erection, and to make recommendations for post-war practice in the light of all relevant findings of the Study Committee co-ordinated by the Directorate of Post-War Building of the Ministry of Works.”

The Chairman of the Committee is Sir George Burt.

25th February, 1943.—It was stated that the work of the Burt Committee “ includes the technical examination of pre-fabrication and timber house construction in relation to the varying climatic conditions of different parts of Great Britain.”

I.—PHYSICAL PLANNING

(See also Physical Planning—Barlow, Scott and Uthwatt Reports above)

Consultative Panel on Reconstruction

8th April, 1941.—The appointment of this panel was announced by the Ministry of Works and Buildings. Its membership is widely representative and includes two women. The Parliamentary Secretary to the Ministry of Works and Buildings stated on 1st August, 1941, that the Panel was "not intended to hold frequent meetings as a whole," but it was the intention rather "to consult members individually or in groups on subjects on which they have special experience and this is my Noble Friend's practice."

11th February, 1942.—Lord Reith gave some account of "two or three" of the "various things" which the Consultative Panel has been doing.

"Under the Chairmanship of the Director-General of Ordnance Survey and with the help of Dr. Dudley Stamp and Professor Eva Taylor, maps for planning showing physical features, land uses, movement of population, industry, and communications, have been drawn up. They are working now on base maps for the whole country so that for the first time a co-ordinated series of maps will be available to planning authorities and others. Another thing the Panel have been working at is the demand for, and the training of, technical planning staff in consultation with the Royal Institute of British Architects, the Town Planning Institute and universities and technical schools, with a view . . . to the avoidance, if possible, of a shortage of skilled assistance after the war. The examination of means to improve planning control over the design and external appearance of buildings is another matter with which the Panel have been concerned. As planning has to cover all land, powers will be sufficient; so adequate expert advice is needed for better standards of design. Some local advisory panels exist. They can be strengthened and extended. We visualise the incorporation of the Royal Fine Art Commission in this task to a greater extent than ever, and we have drawn on the experience of individual members of the Panel to a considerable extent."

Lord Reith referred also to work co-ordinated under the direction of his Department including the following subjects:—

A scheme for the re-development of "reconstruction areas," in legislative form: a system for areas substantially damaged and requiring re-planning—for discussion with local authorities: examination of improvements in the long-term planning system, including the operation of the Restriction of Ribbon Development Act: consideration of safeguards against disfigurements—advertisements, petrol stations and the like—and the means of preserving amenities, such as woodlands, in town and country: collation of information for the survey of land resources and uses, and work on possibilities of development or conservation. "Survey must precede all planning, central, regional or local. It has not hitherto been done nationally, but now it is nearing completion as a basis for the consideration of the main lines of land use. Another activity is the collation of information from all quarters—including

professional bodies, amenity and welfare societies—on the components of town and country planning and the standards of provision in planning schemes. Principles are emerging of community planning, industrial and residential zoning and open space reservations."

Technical Problems

Research and preparation for the post-war period is in the charge jointly of the *Building Research Station of the Department of Scientific and Industrial Research*, which, on 8th January, 1942, the Parliamentary Secretary to the Ministry of Works and Buildings stated would act as the "research arm" of the Ministry, and of the *Directorate of Post-War Building* which was set up in March, 1942. (A diagram showing the structure of the Directorate of Post-War Building was set out in *The Builder*, 6.3.42.) This Directorate will approach the task not through research and experiment of its own, but by collating existing information and co-ordinating all activities pursued elsewhere.

The Minister is responsible for maintaining complete liaison between the various committees; and he has arranged for co-ordination on policy to be secured by a main Co-ordinating Committee and three Policy Committees. All the major interests affected will be represented on the Main Co-ordinating Committee, including the Ministry of Health, the Scottish Office, the R.I.B.A., the Institute of Civil Engineers, the Department of Scientific and Industrial Research and the British Standards Institution.

18th June, 1942.—It was announced that the Department of Scientific and Industrial Research, at the request of the Minister of Works and Planning, has:—

"undertaken a preliminary enquiry into the heating and ventilation of post-war buildings, in which regard has been paid to the causes and effects of atmospheric pollution."

5th August, 1942.—The Parliamentary Secretary (Mr. George Hicks) said, referring to economies to be achieved by standardisation of materials:—

"The Minister has established a *standardisation branch* of the Directorate of Post-War Building . . . and one of the special Committees of the Directorate will deal with standards for all consumer requirements, including articles, fitments and accessories. It will advise on the means to ensure the best scientific and æsthetic results."

17th November, 1942.—The Joint Parliamentary Secretary to the Minister of Works and Planning announced the appointment and personnel of an **Advisory Council of the Building and Civil Engineering Industries** with terms of reference as follows:—

"the examination and mutual consideration of problems and policies affecting the present and future position of the building and civil engineering industries in relation to the demands of the country's building and civil engineering requirements."

The Council consists of representatives nominated by the organisations of employers and operatives in the Building and Civil Engineering Industries, together with representatives nominated by the professional institutions.

2nd June, 1943.—Lord Portal said that this Advisory Council “is representative of every element in the building industry—civil engineers, builders, operatives, architects, quantity surveyors and so on. There are sixteen of these gentlemen who meet every Monday and give advice on all questions of importance in the building trade.”

17th March, 1943.—The Parliamentary Secretary to the Ministry of Works stated that his Minister “has for some time had in hand the collection and co-ordination of all the available requirements and proposals for building, repairs to buildings, construction and reconstruction after the war. For this purpose, he has established a specific section in the Ministry of Works which, in conjunction with all Government Departments concerned, including the various Controls of materials, will prepare a comprehensive national programme in terms of labour, materials, cost, time and geographical location. On the basis of this survey it will be possible to take the necessary decisions as to the works of first importance and the allocation of materials and labour, and to set up any machinery necessary to secure that the post-war building programme is developed, and carried out, as smoothly and expeditiously as possible.”

Brick Industry : The Third (final) Report of the Committee on the Brick Industry, under the Chairmanship of Mr. Oliver Simmonds, M.P., was published in *April, 1943*. The recommendations include steps designed to increase efficiency and enable the industry better to contribute to the post-war building programme.

Accepting a recommendation of the Committee, Lord Portal, in a note to the Report, stated that “**the National Brick Advisory Council** (set up pursuant to the Committee’s Second Report) has been asked to address itself to the question of the post-war organisation of the industry and to report at the earliest possible date.”

Replanning Roads in Towns and Cities : *14th May, 1943.* It was announced that :—

The Minister of War Transport, with the concurrence of the Minister of roads in built-up areas, with due regard to safety, the free flow of road has appointed a committee of experts under the Chairmanship of Sir Frederick Cook with the following terms of reference :—

“To consider the design and layout most appropriate to various types of roads in built-up areas, with due regard to safety, the free flow of road traffic, economy, and the requirements of town planning and to make recommendations.”

The main object in setting up the committee is to give expert advice on replanning the road system of towns and cities, more particularly those that have been widely damaged by air raids.

English Regional Surveys

Planning work has been going on in London : *14th July, 1942.*—Mr. Henry Strauss, Joint Parliamentary Secretary to the Minister of Works and Planning, referred to the appointment of Professor Abercrombie “to prepare an outline plan and report for the area surrounding London, so as to form, with the plans of the City and County of London which are already being prepared, a comprehensive plan for the whole region.”

A Merseyside Dock Access Committee has been appointed under the Chairmanship of Sir William Chamberlain "to consider the transport facilities, accommodation and layout of the Merseyside port area on both sides of the river, and to submit proposals relating to post-war development with a view to more expeditious and economic handling of goods and services in the docks and to the improvement of access thereto." (5.3.43.)

J.—PUBLIC UTILITIES

(including Transport)

General

17th June, 1942.—Lord Portal outlined "the procedure that is being adopted by the various Ministries concerned for post-war reconstruction."

"The Ministry of War Transport are preparing their own scheme, the Ministry of Works and Planning are doing likewise; Sir William Jowitt is dealing in the first instance with electricity until the Ministry of Fuel and Power gets into its stride, while water comes under the Ministry of Health. Gas will come under the new Ministry of Fuel and Power. The location of industry will come under the Board of Trade. Reports in regard to all these are being collated at the present time and being presented to a Ministerial Committee presided over by Sir William Jowitt."

On the general transport system Lord Portal said that the whole enormous system, embracing railways, roads, canals and coastwise shipping, was already being surveyed by the Minister of War Transport. He said:—

"There are no interests either in the industrial or social life in this country which are not vitally concerned with the operation of transport. It follows that a transport system cannot be planned otherwise than in the light of a general policy which embraces these wider objectives." Pointing out that transport is a vital factor in winning the war, the Minister gave his opinion that until the war is ended no controversial issues should be allowed to divert energy from it.

"Any effective solution to the transport problems will be controversial," and therefore postponed till the war ended. Meanwhile the Ministry of War Transport and the industries concerned are collecting evidence and proposals, and recommendations are being examined.

"From these a transport policy for the future will be formulated. If such a policy is to be realistic it will not only have to take into account the national, but the world situation at the termination of hostilities. . . . The Chamber of Shipping, the railways, British Road Federation and others are all formulating their proposals."

1st December, 1942.—Sir William Jowitt recalled that problems in organising and developing each utility service are receiving the separate attention of the appropriate Minister; both whether any alteration should be made and if so what it should be. Problems of electricity, water supply, the improvement of rural conditions by proper sanitation are included.

Railways

17th June, 1942.—Lord Portal reminded the House that:—

"It was provided deliberately in the agreement for the control of the

railways that this control will be continued for at least one year after the end of the war, which will give the necessary time for the Government to bring forward their proposals."

14th July, 1942.—Sir Arthur Salter, Joint Parliamentary Secretary to the Ministry of War Transport, stated that a preliminary survey of the post-war transport problem, including railways, was being made. He assured the House that full opportunity would be given to all interests concerned to express their views, and that no decision on Government policy in regard to the nationalisation of railways had yet been taken. There was no question of such a scheme being introduced without the approval of Parliament.

Electricity

17th June, 1942.—Sir William Jowitt was stated to be examining the following matters which will be reported to the Ministry of Fuel and Power :—

"He is examining the reorganisation of electricity from these main points of view: (a) to secure a better diversity of load; (b) to secure a greater standardisation of voltage; (c) to work towards a uniformity of charge throughout the country; (d) to adopt a common policy with regard to development; (e) to put the best engineering advice at the disposal of all distributors. . . . The question of a more equitable rate for electricity is one of the many factors that will have to come into consideration in conjunction with the question of the *location of industry* in the future. Even before the war this question of the electricity rate and also the question of voltage were taken into account when plans for locating an industry were being considered."

17th March, 1943.—The possibility of tidal harnessing for the generation of electric power and, in particular, the practicability of the Severn Barrage (examined and reported upon in January, 1933) was debated in the House of Lords. Replying on behalf of the Government, Lord Templemore pointed to the "difficulties attendant upon making any precise declaration of policy on matters of such importance as this during war conditions." He agreed that "a cheap and abundant supply of electricity is one of the most important essentials to national reconstruction and post-war prosperity. Whether, having regard to all the circumstances, *this electricity can be most economically and efficiently generated from coal, or whether, and if so to what extent, it can be produced from water power, is one of the most important and complicated problems which we shall have to face.*"

K.—SCOTLAND

11th September, 1941.—The Secretary of State for Scotland stated in reply to a question, that a council had been formed to collaborate for the purpose of surveying problems of post-war reconstruction in Scotland. The members "will be all the living ex-Secretaries of State for Scotland, i.e. Sir A. Sinclair, Col. W. Elliot, Col. Colville and Mr. E. Brown and Lord Alness." The work is to be carried on in close touch with organisations

set up by the Government for the purpose of examining all post-war problems of Great Britain as a whole. Later in his answer the Secretary of State for Scotland said: "The particular Council I have mentioned to-day is a Council to select personnel on an impartial all-Party and authoritative basis to conduct inquiries in Scotland on matters which primarily relate to Scotland."

14th October, 1941.—He said :—

The Council's functions are: "(1) to survey the problems likely to arise in post-war Scotland; and (2) to select suitable personnel to conduct any necessary inquiries. When these inquiries are completed I will naturally consult the Council as to what action they think necessary. The Council met on 29th September. It will meet again this month in Edinburgh."

12th May, 1942.—In a debate on Supply (Scottish Industry), the Secretary of State for Scotland further enlarged upon the work of this Council. It has set up Committees to deal with the herring industry, hill sheep, land settlement, hydro-electrical development, and on hospitals.

A **Scottish Council on Industry** is also at work under the auspices of this Council of ex-Secretaries of State for Scotland. The Chairman is the Lord Provost of Edinburgh; United Kingdom Departments of State such as the Ministries of Labour, of Supply and of Aircraft Production, and the Board of Trade, give the assistance of the chief officers of their staffs.

16th February, 1943.—The Secretary of State for Scotland said that "Highland problems and possibilities are being examined by the Advisory Council on Scottish Industry with a view to making recommendations as to the development of local industries in the Highlands."

15th December, 1942.—A Statement from the Scottish Office gave a summary of the work in hand on this date of the Scottish Council of State on Post-War Problems.

The Council, which is intended to carry into the consideration of Scotland's post-war problems the present spirit of national unity, decides on matters requiring special Scottish investigation, and collaborates with the Secretary of State in setting up the necessary committees of inquiry. The Committee on Hydro-Electric Development was the first to be set up, and the first to report (*see above*).

Other special committees of inquiry now sitting are :—

1. **Herring Industry** (appointed in conjunction with the Minister of Agriculture and Fisheries and the Home Secretary), Chairman—Col. Walter Elliot, M.P.
2. **Hospitals**, Chairman: Sir Hector J. W. Hetherington, M.A., LL.D.
3. **Hill Sheep**, Chairman: Lord Balfour of Burleigh.
4. **Land Settlement**, Chairman: Sir John C. Watson, K.C.

5. **Scottish Coalfields Committee** (appointed with the concurrence and close co-operation of the Minister of Fuel and Power and of the Chairman of the Coal Commission), Chairman : Sir David King Murray.
6. **Scottish Housing Advisory Committee** (reconstituted), Chairman : Mr. Joseph Westwood, M.P., Joint Under-Secretary of State for Scotland.
7. **Scottish Advisory Committee on Education** (reconstituted), Chairman : Sir William Hamilton Fyfe, LL.D., F.R.S.C.

The Statement also referred to the Scottish Council on Industry, mentioned above, which embraces in its membership representatives of local government, industry, the trade unions, the banks and other main interests.

Committees subsequently set up are :—

Medical Advisory Committee (Scotland) : The appointment of this Committee, under the Chairmanship of Sir John Fraser, was announced on 16th February, 1943.

Rating and Valuation Committee : The appointment of this Committee under the Chairmanship of Mr. J. G. McIntyre, K.C., was announced on 23rd June, 1943.

Utilisation of Land in Rural Areas of Scotland Committee : This Committee, under the Chairmanship of Lord Normand, was set up in *February*, 1943, and presented its Report in *May*, 1943 (Cmd. 6440, *see above*).

16th and 17th March, 1943.—The Secretary of State outlined the subjects remitted to his reconstituted Advisory Council on Education and Youth Advisory Committee. They included inquiry into training in citizenship ; the provision of all grades of education, nursery, primary and secondary ; post-primary education ; recruitment—teachers ; adult education.

L.—TRADE, INDUSTRY AND FINANCE

(*See also Civil Aviation*)

(i) Finance and Currency

Taxation in relation to post-war reconstruction : *12th April*, 1943. The Chancellor of the Exchequer, in his Budget speech, gave an assurance to industry that allowance will be made, in computing liability to Excess Profits Tax, in respect of "*terminal losses*—that is the expenses or losses that may be involved in changing back from wartime to peacetime conditions."

18th May, 1943.—In introducing the Finance Bill, Sir Kingsley Wood referred to another "very important provision" made in wartime legislation (Budget, 1941) to help industry to face the expenditure involved in the return to peace conditions and improvement of capital equipment ; namely, the post-war credit of 20 per cent. of Excess Profits Tax.

" . . . The annual produce of 100 per cent. E.P.T. is now in the order of £400,000,000, so that the post-war credit of 20 per cent., even after allowing for the incidence of Income Tax, is at present accruing to industry at the rate of £40,000,000 per annum. The fund thereby created, which is intended to be used for the modernisation and development of business, represents an important contribution from the national resources towards the problem of post-war reconstruction. . . ."

Another matter of fiscal policy bearing on post-war reconstruction mentioned by Sir Kingsley Wood in his Budget speech is " the incidence of . . . Income Tax on industrial profits . . . in particular the position of profits that are not distributed, but are ploughed back into the business and . . . capital expenditure for which no allowance is made under the existing taxation code. . . ." These matters are to form the subject of " a detailed examination by the Board of Inland Revenue . . . for they are not only matters of moment for industry itself, but they have a wider importance in the general sphere of economic policy. . . ."

18th May, 1943.—The Financial Secretary to the Treasury, Mr. Assheton, gave some further information about this inquiry by the Board of Inland Revenue, which [as Sir Kingsley Wood stated on the same date, " is now in hand."]

" Not only is the Treasury associated with [the Board of Inland Revenue] but also the Board of Trade. . . . The Chancellor [of the Exchequer] has invited the Federation of British Industries, the Association of Chambers of Commerce, the accountancy profession and certain others to give their assistance to the Board of Inland Revenue in carrying out these investigations. . . ."

Plan for International Currency: 7th April, 1943.—A plan entitled **Proposals for an International Clearing Union** was published as a White Paper (Cmd. 6437) as a basis for discussion on post-war currency arrangements concurrently with the proposals on the same subject in the United States.

The details of the plan appertain to the field of international reconstruction, but the problems involved will have their effect on the question of employment.

12th May, 1943.—Speaking in the Debate on Post-War International Currency in Committee of Supply, the Chancellor of the Exchequer, Sir Kingsley Wood, said : . . . " Government regard the problem of an international monetary mechanism . . . as providing a means for the development of international trade and *full employment* and thus offering opportunities for the improvement of the standard of living in all countries. . . . When we speak of *the need of full employment* in this country we must not at any time forget how much that aim is linked up with good employment for our export industries. . . ."

(ii) Trade and Industry—General

1st December, 1942.—Sir William Jowitt's statement on reconstruction dwelt on the relation of industrial development to post-war employment problems. He stated that a survey of the structure of industry was an undertaking closely allied to the problem of orderly demobilisation and

resettlement. He stated himself to be "about to engage in discussions with the representatives of industry and the Trades Union Congress on these questions, together with the question of the export trade."

15th December, 1942.—The President of the Board of Trade stated that he was "naturally in touch with Sir William Jowitt who had general charge on matters of post-war trade and industry," and that he himself proposed "to consult the trade associations and trade unions concerned in drawing up schemes of post-war trade."

Post-war economic policy was debated on 2nd and 3rd February, 1943. The Debate ranged beyond the field of domestic reconstruction, but on certain matters Government spokesmen made comments of importance to such issues as the restoration of pre-war domestic industry, etc.

The President of the Board of Trade referred to his Department's "arrangements for the intensified study of post-war problems." Consultations were now going systematically forward or were shortly to take place with national bodies and with particular industries. These national bodies included the Association of British Chambers of Commerce, Federation of British Industries, Trades Union Congress, Parliamentary Committee of the Co-operative Congress, National Union of Manufacturers, British Employers Confederation. "I hope, having had these series of consultations, to be able to draw up a plan particularly embodying points that are common ground as between them and to pursue further with them a closer study of problems which emerge upon the national plane as distinct from the plane of individual industry." Approaches to the trade associations of individual industries have been made and the President has asked that in the first instance the following matters should be discussed industry by industry. "First of all, what in the view of the trade associations concerned are the trade obstacles or what will be in their view the main obstacle to the restoration of full activity in their industry within a reasonable period, say, a period of six months or twelve months after the cessation of hostilities? What do they consider, industry by industry, are the chief obstacles in the way of their making their full contribution to employment and trade activity in this country? How do they consider that these obstacles can best be overcome, and at what point do they wish the Government to intervene to assist them in the matter?"

When these questions are "answered industry by industry" it will become possible to "get a picture of the post-war problems confronting separate industries and [therefore] to estimate the total volume of employment on which we may reasonably count [and] the obstacles which must be overcome if we are to achieve it."

The President referred especially to discussions with the cotton, potteries, woollen and worsted industries. He stated that discussions had taken place with some 52 industries, representing more than 50 per cent. of the country's export trade in terms of value, on the problems of starting the export trade after the war. A further 36 industries, large and small, have been approached.

Post-War Reopening of Closed Businesses : 9th February, 1943. The Deputy Prime Minister reminded the House of Commons that with

relation to manufacturing industries, as "stated in the White Paper on *Concentration of Production* (Cmd. 6258, March, 1941), the Government Departments concerned will take all measures open to them to assist the speedy re-opening of closed factories as soon as possible after the war."

War Factories : 23rd March, 1943.—The President of the Board of Trade repeated an assurance given during the debate on economic policy on 3rd February concerning the future of war factories, that he was anxious to "explore well in advance, before final decisions are taken, what are the best possibilities for these factories after the war, particularly those which are situated in pre-war distressed areas, where it has been found that employment was not sufficiently diversified."

Industrial reforms carried out during the war are likely to have an important bearing on the post-war period. A case in point is the *coal mining industry*. Speaking in London on 13th May, 1943, the Minister of Fuel and Power said :—

"It is not generally realised how far the mining industry is receiving a new deal in wartime. It was laid down in last year's White Paper that Parliament will decide the future organisation of the mining industry largely in the light of the lessons we learned from the Regional organisation in wartime. Lord Greene's National Conciliation machinery, to take another example, is for all time. . . . We at the Ministry, and others with us, are thinking of education, research, of welfare, rehabilitation and of technical advance on a scale which was not in anybody's mind a few years ago."

The Conciliation Scheme for the Coal Mining Industry, referred to is contained in the *Third Report of the Board of Investigation into Wages and Machinery for determining Wages and Conditions of Employment in the Coal Mining Industry, 1943*. H.M. Stationery Office, price 3d.

(iii) **Export Trade**

A **Post-War Export Trade Committee** was set up in December, 1941, "to conduct a comprehensive study of the special problems which will face our export trade after the war." The Committee consists of business men and officials under the Chairmanship of the Secretary to the Department of Overseas Trade. (*Hansard*, 25.11.42 and 2.2.43.)

14th July, 1942.—The personnel of a **Sub-Committee on Art and Industry** of the Post-War Export Trade Committee was announced. The Chairman is Sir Cecil Weir.

4th August, 1942.—It was stated that **another Sub-Committee** of the Post-War Export Trade Committee was **examining** the question of **post-war commercial exploitation of wartime inventions and new processes**.

In the Debate on Post-War Economic Policy on 2nd and 3rd February, 1943, the President of the Board of Trade referred to the work and the evidence collected by the **Post-War Export Trade Committee**. He said :—

"It sits under the Chairmanship of the Secretary to the Overseas

Trade Department and consists of four business men and seven officials of the Board of Trade and of the Department of Overseas Trade. Representatives of other interested Departments also attend meetings of the Committee. The Committee, which has so far held thirteen meetings, has no terms of reference other than to conduct a comprehensive study of the special problems which will face our trade after the war. The Committee works largely through Sub-Committees and under its direction consultations have already taken place with more than fifty industries. It is not proposed to publish any Report."

12th May, 1942.—A step was taken in the study of the British contribution to the development of and share in post-war trade by the appointment of a **Central Committee of Export Groups**, by the President of the Board of Trade. (Announced and discussed in *The Times* and *The Times* leader, 13th May, 1942.)

2nd March, 1943.—The President of the Board of Trade mentioned that an **Export Group of Constructional Industries** had been formed in August, 1940.

"... Like other Export Groups, this Group will have a most important part to play in the expansion of export trade after the war. . . . They have already made some suggestions to my Department for post-war development and further discussions are to take place."

21st March, 1943.—The Prime Minister in his broadcast referred to our export trade.

"... There will be considerable opportunities for re-establishing our exports." Mr. Churchill alluded, *inter alia*, to the "intense demand" that would spring up for consumable goods, to the "immense building programme" with its "stimulus . . . to a large number of other trades, including the electrical and metal industries," and to "some significant new industries." Progress in the fields of wireless, radiolocation, gas and electricity, civil aviation, forestry, transportation are examples "of opportunities which, if used, will . . . increase our power to serve other countries with the goods they want."

Post-War Shipping Policy : 2nd June, 1943.—Mr. Noel-Baker, Joint Parliamentary Secretary to the Ministry of War Transport, replied to a question on this subject.

"... We are resolved that, after the war, Britain shall continue to serve the world with a large and efficient merchant navy, but . . . our post-war shipping policy does not depend upon ourselves alone. . . . In due course it must be discussed with other nations. In the meantime we have constantly in mind measures required to make good the losses which the war has caused." (See also *Memorandum on Wartime Financial Arrangements Between H.M. Government and British Shipowners*, Cmd. 6218, 1940 ; and *Memorandum of a Scheme for Purchase by British Shipowners of New Vessels built on Government Account*, Cmd. 6357, 1942.)

(iv) **Retail Trade**

26th February, 1943.—The President of the Board of Trade stated that the matter of "granting State credit to small shop-keepers after the war

is part of the wider problem of *post-war financial assistance* to many sections of the community on which no decision can yet be taken . . . I am now compiling a register to facilitate any post-war control of the opening and re-opening of shops, with fairness to those retailers who have been forced to close during the war."

18th May, 1943.—Mr. Dalton stated that up to 15th May, 1943, the number of applications received for inclusion in the Small Traders' Register was about 8,500.

8th June, 1943.—Mr. Dalton answered a question on post-war policy to protect small traders. "On the question of whether or not, and, if so, subject to what modifications, the present arrangements for the licensing of shops shall continue after the war, I have invited the views of the principal organisations concerned. Other problems, affecting the future of retail trade, are also being considered, in relation to the Government's post-war policy as a whole."

The Liabilities (War-Time Adjustment) Act, 1941 (4 & 5 Geo. VI, Ch. 24), is a measure that will benefit the small trader.

This Act is a most interesting experiment in constructive wartime legislation and also in some sense may be considered a measure for post-war reconstruction, since its object is to preserve thrifty and hard-working people from bankruptcy, and if possible to put their affairs into such a condition that they may face the post-war years with a reasonable chance of re-establishing their homes and business. The cessation of normal trade, the evacuation of large numbers of the population, the destruction of property, are all factors which might plunge people of hard-working and thrifty habits into undeserved distress.

For such persons the bankruptcy procedure of normal times is unsuitable and unfair. The purpose of the Liabilities (War-Time Adjustment) Act, 1941, was to provide more permanent relief to victims of wartime financial difficulties, in appropriate circumstances, by solving obligations as they arise. (Reference to this Act is made in the Second Report on Retail Trade, 1942.)

M.—WALES

30th June, 1942.—Terms of reference were announced of an **Advisory Council on Welsh Reconstruction Problems** :—

"To survey, in conformity with the general examination of reconstruction problems now being conducted by the Government, those problems of reconstruction which are of special application to Wales and Monmouthshire, and to advise on them."

The Chairman is Mr. J. F. Rees, Principal of the University College of South Wales and Monmouthshire. It will have sub-committees for industry, agriculture, education and youth problems, transport and public works. (*The Times*, 15.2.43.)

10th July, 1943.—Speaking at Cardiff of the decision of the Government, after consultation with the Welsh Members of Parliament, to appoint this Council, Sir William Jowitt said :—

"In the first place it was felt that there might be problems of

reconstruction which have a special colouring in relation to Wales and which would require for their satisfactory solution knowledge of Welsh environment and a specialised Welsh outlook.

" In the second place there are areas of Wales—notably South Wales—which suffered acutely from the inter-war depression, and so serious were the economic results of that depression, so sinister were its effects on the lives and health of the population in the areas which bore its main impact, that we felt that there should be established a council capable of speaking with the voice of experience in respect of one of the most important areas of Great Britain.

" The members of the Council comprise men and women of experience in all the major activities of Wales. . . . "

8th June, 1943.—In answer to a Parliamentary question, Sir William Jowitt stated that it was within the terms of reference of the Council to make recommendations on the " part which . . . war factories in national ownership may play in future industrial organisation and employment . . . so far as Wales is concerned. . . . "

PART VI

NATIONAL OPINION AND DISCUSSION

(Some Illustrations)

Contributions to the study of various problems of domestic reconstruction have been made by representative bodies and leading authorities. Some of these publications are mentioned below. For reasons of space a number of interesting proposals have unavoidably been omitted. So far as possible, the principle of selection followed has been to include those publications and suggestions which have apparently aroused most public comment and interest as shown in the national Press. Nevertheless, it is realised that some relevant and important contributions may have been overlooked and Reference Division would be glad to have its attention drawn to any such omissions.

So far as possible, also, the selection has been made from documents available for purchase at a trifling cost and therefore no attempt is made to summarise them. These references could be amplified on many points by material unpublished but available for consultation in Reference Division.

The publications are mentioned below under the following heads :—

- (a) Agriculture
- (b) Civil Aviation
- (c) Demobilisation
- (d) Education
- (e) Health
- (f) Housing
- (g) Local Government
- (h) Physical Planning
- (i) Public Utilities—Electricity
- (j) Shipping
- (k) Social Insurance and Allied Services
- (l) Trade, Industry and Employment

Many of the memoranda listed are of the nature of recommendations by specialist bodies on their own particular subjects.

The *number* of publications on any one subject must not be taken as the measure of public interest. There are subjects of the widest interest, such as employment, which have not lent themselves as readily as others to pamphlet treatment as separate subjects, but which are considered in many contexts.

The Deputy Prime Minister, Mr. Attlee, in a speech at Wakefield on *6th December, 1942*, summing up what he considered to be the salient

features of current public thought on reconstruction, placed the problems which were most exercising public opinion in the following order :—

- (i) Employment : “ I am certain that anxiety as to employment after the war is the first thought in the minds of all those who are considering post-war reconstruction.”
- (ii) Housing : “ The first concern of the public is about unemployment. The second is about post-war housing. . . .”
- (iii) Social Security : “ The third great problem which worries people is that of social security. . . .”
- (iv) Education : “ The fourth problem is that of education. . . .”

(a) AGRICULTURE

The Minister of Agriculture speaking at Caxton Hall on 5th May, 1943, referred to reports on post-war agricultural policy issued by “ a number of organisations and groups of people, representing all political opinions,” and noted that “ there is a remarkable unanimity among all these reports, which fills me with hope.”

Similarly, Lord Selborne speaking in the House of Lords on 27th May, 1943, said that the “ Considered programmes put forward by the National Farmers’ Union, the Royal Agricultural Society, the Central Landowners’ Association, the Council of Agriculture, and also a group of members of [this] House . . . reveal a remarkable unanimity which must necessarily carry great weight. . . .”

The following are some Reports and memoranda on post-war agricultural policy :—

1. Royal Agricultural Society of England	Recommendations of a Special Committee on Post-War Agricultural Policy	December, 1941
2. Central Landowners’ Association	<i>Agricultural Policy after the War</i>	May, 1942
3. National Farmers’ Union	<i>Agriculture and the Nation</i> —Interim Report on Post-War Food Production Policy	February, 1943
4. Group of (11) Peers Holding Varied Political Creeds	<i>A Post-War Agricultural Policy for Great Britain</i>	February, 1943
5. Fourteen members of the House of Commons “ drawn from all parties or none ”	Letter to <i>The Times</i> on the Future of Farming—Basis of an Agreed Policy	4th March, 1943

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| 6. Conservative Committee
on Post-War Re-
construction | “ <i>Looking Ahead</i> ”—
<i>Agricultural Reconstruc-
tion</i> . Being the First
Interim Report of the
Sub-Committee on
Agriculture | April, 1943 |
| 7. Council of Agriculture
for England | Memorandum from the
Standing Committee on
the <i>Principles and
Objectives of Long Term
Agricultural Policy</i> | May, 1943 |
- And from the research angle
- | | | |
|--|--|-----------|
| 8. The Agricultural
Economics Research
Institute, Oxford | <i>Result of a preliminary
examination of the
problem of the post-war
reconstruction of rural
life and industry</i> . In-
cluded in a White Paper
on Agricultural Re-
search in Great Britain | Cmd. 6421 |
|--|--|-----------|

The letter of the members of the House of Commons (noted above) draws attention to the dependence of the prosperity of the city on the prosperity of the farm. This finds an echo in the prominent position given to agriculture in the reports on post-war reconstruction by the **Association of British Chambers of Commerce, the Federation of British Industries** and the **London Chamber of Commerce**, published in May, 1942. A report on post-war reconstruction issued by the **Wholesale Textile Association** in January, 1943, took a similar view. (See **Trade, Industry and Employment** below.) A reference to the views of these industrial organisations on the importance of the future of agriculture was made by the Joint Parliamentary Secretary to the Ministry of Agriculture in the debate on the subject in the House of Lords on 16th February, 1943.

(b) CIVIL AVIATION

This subject has been widely discussed in the Press, and has been the subject of frequent question and debate in both Houses of Parliament (notably 10.2.43, 11.3.43 and 15.4.43 in the Lords and 17.12.42 and 1.6.43 in the Commons). It belongs more appropriately to the field of international reconstruction; but is noted here as having an important bearing on post-war problems of employment.

1. The Association of British Chambers of Commerce, the Federation of British Industries and the London Chamber of Commerce have formed a **Joint Air Transport Committee** to consider the post-war development of British civil aviation. The Committee has issued the following leaflets:—

- (i) Air Transport Facts I—*Freedom of the Air* ... March, 1943

(ii) Air Transport Facts II—*Freedom of Air Passage* April, 1943

(iii) *Statement on the need of action now* May, 1943

2. The General Council of British Shipping voices the point of view of British shipowners in a pamphlet entitled *Air and Sea Transport*, March, 1943.

3. The Society of British Aircraft Constructors has published a memorandum on *The Future of British Air Transport*, June, 1943.

(c) DEMOBILISATION

The British Legion, with their special knowledge of the problem, has made valuable contributions to this important subject in the form of three Reports.

1. *Training and Employment of Disabled Men*—
Interim Report December, 1941

2. *Demobilisation, Training and Employment of Fit Men*—Interim Report May, 1942

3. *Interim Report on Women* March, 1943

The National Association for Employment of Regular Sailors, Soldiers and Airmen has also contributed.

4. *58th Annual Report for the Year 1942* June, 1943

(d) EDUCATION

Apart from the general interest in this subject, the imminence of a new Education Bill, which is to introduce "comprehensive" reforms, has evoked a mass of comment and suggestion from platform, press and pamphlet.

The following are among recent programmes and pamphlets dealing with various aspects of the subject :—

General

- | | |
|--|---|
| 1. Association of Directors and Secretaries of Education | <i>Education—A Plan for the Future</i> |
| 2. Association of Municipal Committees | <i>Education after the War</i> |
| 3. Conservative Sub-Committee on Education | " <i>Looking Ahead</i> "— <i>Educational Aims</i> —First Interim Report |
| 4. Incorporated Association of Head Masters | <i>The Future of Education</i> |
| 5. Liberal Education Advisory Committee | <i>Education for All</i> |
| 6. National Association of Head Teachers | <i>Education after the War</i> |
| 7. National Council of Women of Great Britain | <i>Reconstruction in Education</i> |

Labour Organisations and N.U.T.

A Council for Educational Advance, representative of the T.U.C., the Co-operative Union Education Committee, the National Union of Teachers and the Workers' Educational Association, was formed in November, 1942. The Council has drawn up an agreed programme of essential items for a new Education Bill. The University Labour Federation has announced its support for the programme put forward by the Council for Educational Advance.

These various organisations have also made separate contributions to the subject of educational reconstruction.

- | | |
|--------------------------------------|--|
| 8. Co-operative Union | <i>Ten Year Plan in Co-operative Education</i> |
| 9. National Union of Teachers | <i>Educational Reconstruction</i> |
| 10. National Union of Teachers | <i>A Plan for Education</i> |
| 11. T.U.C. | <i>Memorandum on Education after the War</i> |
| 12. University Labour Federation | <i>The People's Education</i> |
| 13. Workers' Educational Association | <i>Plan for Education</i> |

Independent Schools

- | | |
|--------------------------------------|---|
| 14. Association of Headmistresses | <i>Memorandum of Views submitted to the Fleming Committee on Public Schools</i> |
| 15. Federation of British Industries | <i>Evidence submitted to the Fleming Committee</i> |
| 16. Independent Schools Association | <i>Independent Schools and the Future of Education</i> |

Denominational

- | | |
|---|--|
| 17. Friends House | <i>Quaker Education and the Future</i> |
| 18. National Society
(the Central Council of the Church for Religious Education) | <i>Interim Report on the Dual System</i> |

Rural Education

- | | |
|--|---|
| 19. Liberal National Post-War Study Group—Education Advisory Committee | <i>A Memorandum on Rural Education</i> |
| 20. Workers' Educational Association | <i>Agriculture and Rural Education: A Statement submitted to Lord Justice Luxmoore's Committee.</i> |

Adult Education, Industrial Education and Service of Youth, though listed under separate heads, necessarily have much common ground.

Adult Education

- | | |
|--|--------------------------------------|
| 21. British Association for the Advancement of Science | <i>Post War University Education</i> |
|--|--------------------------------------|

22. Group of (23) Administrators, Teachers and Business men
Part - time Continued Education (The Times, 1st December, 1942)
23. Educational Settlements Association
People's Colleges for Residential Adult Education

Technical Education

24. Institute of Physicists
Report on the Education and Training of Physicists
25. Merchant Navy Training Board
Plan for Post-war Training of Navigating Officers and Deck Ratings

Industrial Education

26. Institution of Electrical Engineers
Education and Training for Engineers
27. National Council on Commercial Education
Policy on Commercial Education—First Report
28. Nuffield College
Industry and Education
 (A statement published over the names of 45 educationalists and industrialists as the result of a conference held under the auspices of the Nuffield College)

29. Oil and Colour Chemists' Association
First Report on Technical Education for the Industry
 (See also evidence of Federation of British Industries to the Fleming Committee on Public Schools, mentioned above.)

Service of Youth

30. Conservative Sub-Committee on Education
" Looking Ahead "—A Plan for Youth—Second Interim Report
31. Liberal National Post-War Study Group — Education Advisory Committee
Junior Colleges—being a report on the education of the adolescent as an individual and a citizen
32. National Association of Juvenile Employment and Welfare Officers
Education after the War
33. Standing Conference of National Juvenile Organisations
Partnership in the Service of Youth

Nursery Schools

34. Nursery School Association of Great Britain
The First Stage in Education
35. Political and Economic Planning (P.E.P.)
Nursery Education " Planning " No. 203

Training of Teachers

36. Liberal National Post-War Study Group — Education Advisory Committee
The Training and Recruitment of Teachers
37. Workers' Educational Association
The Education and Training of Teachers—A Memorandum submitted to the McNair Committee

(e) HEALTH

The definition of the objects of medical service in the Draft Interim Report of the Medical Planning Commission of the British Medical Association has been incorporated in the Beveridge Report (paragraph 427). They are :—

“(a) To provide a system of medical service directed towards the achievement of positive health, the prevention of disease and the relief of sickness.

“(b) To render available to every individual all the necessary medical services, both general and specialist, and both domiciliary and institutional.”

Some contributions to the above subject are :—

- | | | |
|--|--|----------------|
| 1. Medical Planning Commission | <i>Draft Interim Report</i>
(British Medical Journal 20.6.42 and in booklet form) | |
| 2. Medical Planning Research | <i>Interim General Report</i>
(Lancet 21.11.42) | |
| 3. Socialist Medical Association | <i>Socialist Programme for Health</i> (Memorandum prepared for Medical Planning Commission) | |
| 4. Society of Medical Officers of Health | <i>A National Health Service</i> | November, 1942 |
| 5. Liberal Party Organisation | <i>Health for the People</i> | 1942 |
| 6. The Labour Party | <i>National Service for Health</i> | April, 1943 |
| 7. Nuffield Provincial Hospitals Trust | <i>A National Hospital Service</i>
A Memorandum on the Co-ordination of Hospital Services. | October, 1941 |
| 8. British Hospitals Association | Memorandum of Policy on <i>Regionalisation of Hospital Services</i>
To be read in conjunction with the above. | November, 1941 |

(f) HOUSING

Public concern about post-war housing was stated by Mr. Attlee (6.12.42) to be second only to concern about unemployment.

An attempt to get the views of the “least vocal” of those concerned with this problem—the working housewife and other women living in lower rental dwellings—has been made by the Women’s Advisory Housing Council by means of the circulation of a questionnaire. A similar method has been adopted by the Standing Joint Committee of Working Women’s Organisations.

Some contributions to the subject of housing by representative bodies are :—

- | | | |
|---|---|----------------|
| 1. Women's Advisory Housing Council | <i>Report on Women's Needs in Future Housing</i> | December, 1942 |
| 2. Royal College of Physicians | <i>Memorandum on Design of Dwelling Houses</i> | December, 1942 |
| 3. Electrical Association for Women | <i>Interim Report on Post-War Reconstruction, Sections on Housing and Electrical Equipment</i> | March, 1942 |
| 4. Standing Joint Committee of Working Women's Organisations | <i>Memorandum submitted to Central Housing Advisory Committee of the Ministry of Health, Sub-Committee on Design of Dwellings</i> | January, 1943 |
| 5. Labour Party | <i>Housing and Planning</i> | April, 1943 |
| 6. Town and Country Planning Association | <i>Future Housing Policy—Evidence submitted to Ministry of Health Advisory Committee on Housing</i> | May, 1943 |
| 7. Society of Women Housing Managers | <i>Memorandum drawn up at the request of the Sub-Committee of the Central Housing Advisory Committee of the Ministry of Health on the Design of Dwellings</i> | May, 1943 |
| 8. City of Leeds Housing Committee.
(This is one excellent example of the valuable contribution made to general problems in local studies) | <i>Post-War Housing Report</i> | May, 1943 |

(g) LOCAL GOVERNMENT

Attention was drawn to the complicated question of the reorganisation of Local Government when, in October, 1941, Mr. Arthur Greenwood, then Minister without Portfolio, invited the Solicitor-General, then Sir William Jowitt, to undertake a preliminary survey of certain problems of local government which were likely to arise in the course of reconstruction work.

In reply to a question on the subject on 19th January, 1943, Mr. Attlee said that "the questions of what further investigation [of the structure and functions of local government] should be undertaken, when it should commence and what form it should take are receiving consideration."

Meanwhile some of the Associations interested have felt the desirability of publishing their views.

- | | | |
|---|---|----------------|
| 1. Association of Municipal Corporations | <i>Reorganisation of Local Government</i> (Municipal Review, August, 1942) | July, 1942 |
| 2. Urban District Councils Association | <i>Reorganisation of Local Government</i> | July, 1942 |
| 3. Rural District Councils Association of England and Wales | <i>Proposals for the Future</i> —Memorandum on the Place of Rural District Councils in Local Government | January, 1943 |
| 4. County Councils Association | <i>Local Government Reform</i> | February, 1943 |
| 5. National Association of Local Government Officers | Interim Report on the Reform of Local Government Structure | February, 1943 |
| 6. Labour Party | <i>The Future of Local Government.</i> | April, 1943 |

(h) PHYSICAL PLANNING

Some pamphlets published on various aspects of physical planning are listed below.

General

- | | | |
|--|---|---|
| 1. Institution of Municipal and County Engineers | <i>Post-War Planning and Reconstruction</i> | January, 1943 |
| 2. Institution of Civil Engineers | Post-War National Development Reports :—
I. <i>A Central planning Authority</i> , Revised to
II. <i>Memorandum submitted to Uthwatt Committee</i>
III. <i>Public Works</i>
IV. <i>Inland Water Survey</i>
V. <i>Private Bill Legislation, Public Works</i> | June, 1942
June, 1942
June, 1942
May, 1943 |
| 3. Royal Institute of British Architects | <i>Rebuilding Britain</i> —
Published on the occasion of the <i>Rebuilding Britain</i> Exhibition at the National Gallery | February, 1943 |
| 4. Labour Party | <i>Housing and Planning</i> | April, 1943 |
| 5. Liberal Party Organisation | <i>Land and Housing</i> | June, 1943 |

Roads

6. Institution of Highway Engineers *Post-War Development of Highways* April, 1943

Parks and Open Spaces

7. London and Greater London Playing Fields Association *Memorial presented to the Minister without Portfolio and the Minister of Works and Buildings* September, 1941
8. Scottish Council for National Parks *First Annual Report* April, 1943

Reconstruction of Individual Towns

London

9. Royal Academy Planning Committee *London Replanned. Interim Report.* October, 1942
(Accompanied by an Exhibition of Plans at Burlington House October—November, 1942)
10. Royal Institute of British Architects—London Regional Reconstruction Committee *Greater London—Towards a Master Plan.* May, 1943
Second Interim Report (Accompanied by an Exhibition of Plans at the National Gallery opened on 31st May)

Other Towns

11. Oxford—Oxford Preservation Trust *Second Report of Committee on Planning and Reconstruction* June, 1942

In some cases Local Councils have constituted Reconstruction Committees which have submitted preliminary reports such as :—

12. Birmingham *Reconstruction Committee's Report* December, 1942
or the City Architects or Town Planning expert Consultants have made recommendations such as :—
13. Coventry *Plan for a New Coventry* February, 1941
14. Southampton *The Replanning of Southampton* June, 1942

(i) PUBLIC UTILITIES—ELECTRICITY

The London and Home Counties Joint Electricity Authority has issued a Report embodying proposals for the post-war reconstruction of the electricity supply services in its area. March, 1943

(j) SHIPPING

This subject, like Civil Aviation, is largely concerned with international reconstruction, but again has an important bearing on post-war employment. Contributions to the problem of post-war shipping have been made by :—

1. General Council of *Freedom and Efficiency—
British Shipping A Policy for Britain's
Merchant Fleet* January, 1943
2. General Council of *Air and Sea Transport* March, 1943
British Shipping
3. Chamber of Shipping of *Annual Report 1942-43*
the United Kingdom

(k) SOCIAL INSURANCE AND ALLIED SERVICES

Memoranda from Organisations presented to the Interdepartmental Committee on Social Insurance and Allied Services have been published in Appendix G to the Beveridge Report (Cmd. 6405). Some have been published at greater length by the Organisations concerned such as the memoranda presented to the Committee by

*The Fabian Society, Political and Economic Planning and
The Trades Union Congress*

The National Society of Children's Nurseries has published a *Four
Years' Plan for Children's Nurseries* April, 1943

(l) TRADE, INDUSTRY AND EMPLOYMENT

As a result of informal discussions inaugurated in the Autumn of 1941 between the Board of Trade and the various industrial associations, contributions to the consideration of problems to be faced in the post-war period have been laid before the President of the Board of Trade by several such Associations. Others have also contributed to the study of the problems.

1. Association of British *Post-War Industrial Re-
Chambers of Com- construction* May, 1942
merce
2. Federation of British *Reconstruction* May, 1942
Industries
3. London Chamber of *Principles of a Post-War
Commerce Economy* May, 1942
4. National Union of *Post-War Trade* May, 1942
Manufacturers
5. Group of (120) Indus- *A National Policy for In-
trialists dustry* November, 1942
6. Samuel Courtald *Government and Industry* April, 1942

- | | | |
|--|--|---------------|
| 7. Lever Brothers and Unilever, Limited | <i>The Problem of Unemployment</i> | January, 1943 |
| 8. Wholesale Textile Association | <i>The General Principles of Post-War Reconstruction</i> | January, 1943 |
| 9. Hosiery Manufacturers Association | <i>Report by the Post-War Reconstruction Committee</i> | March, 1943 |
| 10. National General Export Merchants' Group | <i>Post-War Trade Policy</i> | March, 1943 |
| 11. Liberal Party Organisation | <i>The Relation of the State to Industry</i> | June, 1943 |
| 12. Liberal Party Organisation | <i>Fair Play for the Small Man</i> | June, 1943 |

Industrial Research

- | | | |
|--|---|-----------|
| 13. Parliamentary and Scientific Committee | <i>Report on Coal Utilisation Research in Great Britain</i> | May, 1943 |
| 14. Institution of Electrical Engineers | <i>The Organisation of Post-War Electrical Research</i> | May, 1943 |

APPENDIX

LIST OF REPORTS, WHITE PAPERS, ETC.

Agricultural Education, Report	Cmd. 6433
Agricultural Improvement Council for England and Wales, First Report, to	30th June, 1942
Agricultural Research in Great Britain, Report	Cmd. 6421
Building Industry, Training for, Report	3rd November, 1942
Building Industry, Training for, White Paper	Cmd. 6428
Coal, White Paper	Cmd. 6364
Compensation and Betterment, (Uthwatt) Report, Interim	Cmd. 6291
" " " " " Final	Cmd. 6386
Concentration of Production, White Paper	Cmd. 6258
Education and Training Scheme, Further, Leaflet	April, 1943
Electoral Machinery, Report	Cmd. 6408
Family Allowances, White Paper	Cmd. 6354
Forest Policy, Report	Cmd. 6447
Hydro-Electric Development, Scotland, Report	Cmd. 6406
Industrial Health, Report of Proceedings of Conference	9th/11th April, 1943
Industrial Population, Distribution of, (Barlow) Report	Cmd. 6153
International Currency Union, Proposals for, White Paper	Cmd. 6437
Juvenile Employment, London Region Advisory Council, Memorandum on Post-War Problems	June, 1942
Land Utilisation in Rural Areas, (Scott) Report	Cmd. 6378
Land Utilisation in Rural Areas, Scotland, Report	Cmd. 6440
Liabilities (War-Time Adjustment) Act, 4 & 5 Geo. VI. c. 24	1941
Nurses' Salaries, Report	Cmd. 6424
Nurses' Salaries, Scottish, Report	Cmd. 6439
Rehabilitation and Resettlement of Disabled Persons, Report	Cmd. 6415
Retail Trade Committee, Board of Trade, Second Interim Report	1942
Shipping—Memorandum on Wartime Financial Arrange- ments Between H.M. Government and British Shipowners	Cmd. 6218
Shipping—Memorandum of a Scheme for purchase by British Shipowners of New Vessels built on Government Account	Cmd. 6357
Social Insurance and Allied Services, (Beveridge) Report	Cmd. 6404
" " " " " Appendix G	Cmd. 6405
Wages and Machinery for Determining Wages and Conditions of Employment in the Coal Mining Industry, Third Report of Board of Investigation	1943
Youth Registration in 1942	Cmd. 6446

Printed under the Authority of HIS MAJESTY'S STATIONERY OFFICE
by Keliher, Hudson & Kearns, Ltd., London, S.E.1.

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✓ *Ch. 12*
MINISTRY OF INFORMATION

**POST-WAR
RECONSTRUCTION
IN
BRITAIN**

SPECIMEN OF BRITISH WAR
LITERATURE SUPPLIED FOR
RECORD PURPOSES ONLY.

**A RECORD OF PROGRESS
January 1941—November 1944**



PASSED BY THE BRITISH CENSOR. QUOTE No. R.616

NOTE

Attention should be paid to the limitations placed upon the scope of this review in the introductory note.

Information as to subsequent progress will be found in *Post-War Reconstruction in Britain—Weekly Survey of Official Statements*. This memorandum will not be completely revised for some months.

*Reference Division,
28th November, 1944.*

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POST-WAR RECONSTRUCTION IN BRITAIN

A RECORD OF PROGRESS
JANUARY 1941—NOVEMBER 1944.

PART I

Introductory Note

This booklet replaces Post-War Reconstruction in Britain, Q.2977. It is not a revised edition of the earlier booklet. The appointment of a Minister of Reconstruction has marked a new stage in the study of problems of domestic reconstruction and has shifted the emphasis from preliminary study to progress achieved.

Speaking in the House of Commons on 12th October, 1943, the Minister without Portfolio, Sir William Jowitt, said : " We are now reaching the stage in our work on reconstruction when major issues of public policy begin to emerge, each requiring a full statement in itself by the responsible Minister, and I anticipate that several statements of this kind will be made in the coming months. I consider that such statements will prove more informative to the House than would any general review such as is within my province."

Actually this new stage may be said to have begun with the major issue of public policy embodied in the Government's White Paper on Educational Reconstruction (Cmd. 6458), presented on 16th July, 1943. The appointment of a Minister of Reconstruction on 11th November, 1943, marked its formal recognition.

Since that date other pronouncements on major issues of public policy have been made in Bills and White Papers. The list is impressive :

Education Bill, presented 15th December, 1943
(received the Royal Assent 3rd August, 1944).

A National Health Service, White Paper (Cmd. 6502),
published 17th February, 1944.

A National Water Policy, White Paper (Cmd. 6515),
published 18th April, 1944.

Employment Policy, White Paper (Cmd. 6527),
published 26th May, 1944.

Control of Land Use, White Paper (Cmd. 6537),
published 22nd June, 1944.

Town and Country Planning Bill, presented 22nd June, 1944
(received the Royal Assent 17th November, 1944).

Housing (Temporary Accommodation) Bill—to provide for
temporary houses—presented 19th July, 1944
(received the Royal Assent 10th October, 1944).

Social Insurance, Part I—Social Insurance generally and Family Allowances, White Paper (Cmd. 6550), published 25th September, 1944.

Social Insurance, Part II—Workmen's Compensation, White Paper (Cmd. 6551), published 27th September, 1944.

Speaking in the House of Commons on 7th December, 1943, Sir William Jowitt said : "The shape of things to come is now clear and it is . . . obvious that the time for decisions has come and the time for preparatory work is drawing to an end."

The earlier booklet, dated 30th June, 1943, belonged to the period of preparation. The present memorandum is an attempt to summarise, for general reference purposes, published information as to the *progress achieved* in the Government's study of reconstruction problems in the domestic field up to the end of the Parliamentary Session on 28th November, 1944.

While taking note of the landmarks in the progress of the study of each subject, it omits the detailed developments belonging to the preparatory stage. For these the reader is referred to Q.2977, and its Supplements.

As in the earlier booklet, these notes touch only very incidentally on international problems, although internal reconstruction in Britain must inevitably be influenced by the degree of success which attends their solution.

The booklet has been prepared to provide a general survey for reference purposes and makes no attempt to give full summaries of Reports, White Papers, etc., which are printed and easily available.

The machinery for the study of reconstruction, described in Part I, is that in force since the appointment of the Minister of Reconstruction.

At the end of each subject dealt with will be found a list of relevant documents (obtainable from H.M. Stationery Office) in order of mention in text ; and a selected bibliography of pamphlets published by representative bodies or leading authorities illustrating the trend of national opinion and discussion. These bibliographies do not claim to be comprehensive. Most of the documents selected are available for purchase at a trifling cost.

Unless otherwise stated the source of the information is the Official Report of Parliamentary Debates (Hansard). *So far as possible*, even where direct quotation is not acknowledged, the text of these notes follows the words of the original sources.

GENERAL SCHEME OF DOMESTIC RECONSTRUCTION

Some Ministerial Statements

1. Avoidance of Controversial Measures.
2. Basic Principles.
3. First Things First.
4. General Scheme of Reconstruction.
5. Achievement.

1. Avoidance of Controversial Measures

11th November, 1942. Sir Stafford Cripps, then Lord Privy Seal and Leader of the House of Commons, said :

“ We have now reached a stage at which it may be necessary for Parliament to consider legislation arising from or out of conditions created by the war, on which there is a general measure of agreement.”

“ I must say, however, that the times are clearly inappropriate to bring forward legislation of a character which is likely to arouse serious controversy between the political parties.”

12th November, 1942. Sir Stafford Cripps elaborated this statement :

“ As regards the question of a general measure of agreement . . . it is obviously essential that we should maintain unity between the political parties in order that we may go forward united in the struggle. This is an indication of what the Government have in mind when they use the phrase ‘ general measure of agreement,’ but in each individual case it must be for the Government to decide . . . whether it is a measure which . . . it is necessary to bring before the House, because there is that general measure of agreement on which action can satisfactorily be based.”

10th December, 1943. The principle was reaffirmed by Lord Woolton as Minister of Reconstruction :

“ I am not, while I remain in office, going to have anything to do with any . . . political parties. I am going to remain completely outside and that is my value at the present time. We are going into a mass of problems, under the heading of reconstruction, that have been the elements of party politics for a very long time, and if, as a neutral member, I can get agreement, the general agreement of men of goodwill, not on the whole of the programmes, but on something that is going to help the country during the next few years, that will be of value. . . .”

2. Basic Principles

1st December, 1942. In the first Debate on Reconstruction in the House of Commons, Sir William Jowitt, then Minister without Portfolio, suggested certain principles to which he would always try to adhere in reconstruction debates.

- (i) “ Victory, complete and unqualified, is the necessary foundation for any reconstruction work at all. We must not allow ourselves to be distracted by talk of reconstruction from the stern task of securing that victory.”

- (ii) "A system which secures us from aggression, whatever the cost, must be built up if we are to have any effective reconstruction."
- (iii) "Let us . . . be completely realistic in our approach to reconstruction problems . . . because, though the difficulties are great, the opportunities are even greater."
- (iv) "Avoid slogans—Homes for heroes, wars to end war . . . and the like. . . . Better times will be won not by slogans but by the enterprise and the efforts of the common people."
- (v) "Planning is good if it enables our own people to develop their own personalities. It is bad if it reduces us all to the level of ants in an ant-heap."

Sir William Jowitt added : "It is difficult for a man to grow to his full stature, mentally, morally or physically, if he lives in a slum, if he is undernourished, if he is diseased or if he is half-educated. If . . . by good planning we can remove some of those evils and bring about some system of social security . . . we shall enable our citizens each to develop his own personality and individuality and we shall rear a race of free men fit to rule in a democracy."

8th December, 1943. Lord Woolton, in his first speech as Minister of Reconstruction in the House of Lords, added a further point :

"Whatever may be the pressure of Parliament or of the country for us to get on quickly, I am not going to make any promises until I know that they can be fulfilled."

3. First Things First

6th December, 1942. In a speech at Wakefield, the Deputy Prime Minister, Mr. Attlee, considered the trend of public opinion on problems of reconstruction. He placed the subjects that were most exercising the public mind in the following order :

- (i) **Employment** : "I am certain that anxiety as to employment after the war is the first thought in the minds of all those who are considering post-war reconstruction."
- (ii) **Housing** : "The first concern of the general public is about unemployment, the second is about post-war housing."
- (iii) **Social Security** : "The third great problem which worries people is that of social security."
- (iv) **Education** : "The fourth problem is that of education."

9th November, 1943. The Prime Minister, in his Mansion House speech, said : "I regard it as a definite part of the duty and responsibility of this National Government to have its plans perfected in a vast and practical scheme to make sure that in the years immediately following the war, food, work and homes are found for all."

8th December, 1943. So too Lord Woolton, in his first speech as Minister of Reconstruction, said :

"We must put first things first, and the things that the people of this country want most urgently were quite clearly expressed by the Prime Minister when he spoke of **work, homes** and food. Sir William Beveridge is right in

saying that full employment is the foundation of social security. To ensure work for the nation—that is where reconstruction starts. . . .”

“The task which faces us . . . is not that of formulating phrases or making speeches, but of hard constructive work, dealing first with the fundamental requirements of the people of this country, dealing with them in their proper order of importance and having strict regard to the cost of the proposals that commend themselves to our rising hopes.”

4. General Schemes of Reconstruction

21st March, 1943. A **Four-Year Plan** which might be pursued as the immediate aim of home reconstruction was outlined by the Prime Minister in a world broadcast, on the assumption that there would be a considerable interval between the collapse of Hitler and the downfall of Japan.

“I am very much attracted to the idea that we should make and proclaim what might be called a **Four-Year Plan**. Four years seems to me to be the right length for the period of transition and reconstruction which will follow the downfall of Hitler. We have five-year Parliaments, and a Four-Year Plan would give time for the preparation of a second plan. This Four-Year Plan would cover five or six large measures of a practical character, which must all have been the subject of prolonged, careful, energetic preparation beforehand and which fit together into a general scheme.”

The Prime Minister mentioned specifically the following subjects :

(a) **Social Insurance** : “National compulsory insurance for all classes, for all purposes, from the cradle to the grave.”

(b) **Maintenance of Full Employment** : “It is necessary to make sure that we have projects for the future employment of the people and the forward movement of our industries.”

(c) **Agriculture** : “The expansion and improvement of British agriculture” with “a vigorous revival of healthy village life.”

(d) **Public Health** : “We must establish on broad and solid foundations a National Health Service.”

(e) **Education** : “Broader and more liberal [education]” with “equal opportunities for all. . . . Nobody who can take advantage of a higher education should be denied this chance.”

(f) **Physical Reconstruction** : “Replanning and rebuilding of our cities and towns. This . . . is . . . an immense opportunity, not only for the improvement of our housing, but for the employment of our people in the years immediately after the war.”

Mr. Churchill added : “For the present, during the war, our rule should be no promises, but every preparation, including, where required, any necessary legislative preparation.”

5. Achievement

26th March, 1944 : A year later, Mr. Churchill reviewed the progress made with his **Four-Year Plan**.

“ . . . Several of these large measures, which a year ago I told you might

be accomplished after the war was over, have already been shaped and framed and presented to Parliament and the public." For instance :

- (a) Education : "The greatest scheme of improved education that has ever been attempted by a responsible government . . . will soon be on the Statute Book."
- (b) National Health Service : "A very far-reaching policy of a National Health Service . . . has already been laid before Parliament in outline and has received a considerable measure of acceptance."
- (c) National Insurance : "Before this session is out we shall lay before you our proposals about the extensions of National Insurance."

"So here you have, or will have, very shortly, three of the important measures, which I thought would be put off till after the war, already fashioned and proclaimed at a time when no one can tell when the war will end, and all this has been done without relaxing the war effort or causing any party strife to mar the national unity."

" . . . Several other large problems . . . are far advanced."

Mr. Churchill referred specifically to "two subjects of domestic policy . . . on which we have not yet produced our course of action."

Housing : "I have given my word that so far as it may lie in my power, the soldiers, when they return from the war, and those who have been bombed out . . . shall be restored to homes of their own at the earliest possible moment."

Mr. Churchill referred to the "three ways in which the business of housing and rehousing the people should be attacked"—(i) Reconditioning of houses damaged by enemy action : (ii) Prefabricated or emergency houses (iii) The programme of permanent building, beginning with the "2 or 3 hundred thousand permanent houses built or building by the end of the first two years after the defeat of Germany."

Acquisition of Land : "We have already declared, in 1941, that all land needed for public purposes shall be taken at prices based on the standards of values of 31st March, 1939. . . ."

"Ample land will be forthcoming, when and where it is needed for all the houses temporary or permanent required to house our people. . . ."

"Legislation to enable local authorities to secure any land required for the reconstruction of our towns has been promised, and will be presented to Parliament this session."

7th October, 1944. Speaking at Newport, Lord Woolton said : "We have, in a series of White Papers and Bills, put our ideas before the country. They have, of necessity, come before you piecemeal from the several Departments of State that will have to give practical effect to the proposals. But, like the pieces of a jig-saw puzzle, they make a picture : they fit in : they are co-ordinated as a whole. . . . There is a central thought behind them all—and that thought is so to harness the powers of central Government that the individual citizen shall have freedom to develop his powers, his character and his strength, unimpeded by the devastations of poverty, of unemployment, of unnecessary ill-health, of untutored ignorance, or of the fear of penury in old age."

Parliamentary Session, 24th November, 1943, to 28th November, 1944

The **King's Speech** at the Prorogation of Parliament reviewed the progress achieved in the field of domestic reconstruction during the Parliamentary Session which closed on 28th November, 1944.

"Although the successful prosecution of the war has been first in the thoughts of My Government and people, progress has been made with plans for the resettlement of the men and women who during the war have been employed in the various forms of national service, and for the reconversion of industry from war production to the production of goods for the needs of My people and for export. . . .

"A comprehensive Act has been passed to reform the law relating to Education in England and Wales in all its aspects, and to secure its progressive development at all stages. This Measure will open new opportunities to the individual, and will secure to the future service of the community the fullest advantage from the resources inherent in the national character and capacity.

"Measures have been passed to provide for the rehabilitation and re-entry into employment of disabled persons and for the reinstatement in their civil employment of men and women in the Services ; to facilitate the building of houses ; to improve water supply and sewerage in rural areas ; to assist the herring industry, and to provide for the redevelopment of war damaged and obsolescent areas and regulate the price of acquisition of land for public purposes.

"Legislation has also been passed to establish a Ministry of National Insurance ; to increase the rates of unemployment insurance benefit and to set up permanent machinery for the redistribution of Parliamentary constituencies and provide for an immediate redistribution of abnormally large constituencies.

"My Government have outlined the policy which they propose to follow with a view to the maintenance of a high and stable level of employment after the war. They have also published for examination and discussion proposals for a national health service, for a comprehensive system of national insurance and a new scheme of industrial injury insurance, and for a national water policy."

MACHINERY FOR THE STUDY OF RECONSTRUCTION

[Note : The information in this section is confined to machinery for the study of reconstruction problems in the domestic field.]

Contents

Minister of Reconstruction.

Physical Reconstruction.

1. Ministry of Town and Country Planning.
2. Ministry of Health and Ministry of Works.

Advisory Councils for Scotland and Wales.

MINISTER OF RECONSTRUCTION

This post was created on 11th November, 1943, when Lord Woolton was appointed Minister of Reconstruction with a seat in the War Cabinet.

The scope of the work of reconstruction falling to be organised and co-ordinated by the Minister of Reconstruction may be seen from the following extract from the King's Speech at the opening of Parliament on the 24th November, 1943.

"In the months to come My Ministers will complete their provisional plans for the period of transition through which we must pass before the troubled times of war give place to settled conditions of peace. It will be the primary aim of My Government to ensure that in this period food, homes and employment are provided for My people, that good progress is made with the rebuilding of our damaged cities, and that in industry, mining and agriculture a smooth transition is made from war to peace."

Lord Woolton's task in his own words is "to see the reconstruction plan as a whole, to lay out the various parts which have to be worked out by the Departments, to bring the plans of the various Departments in relation with one another, and to make sure that there are no gaps, no overlapping, no conflict—in a word, to see that the whole range of preparations is brought into one single coherent whole and that work on these plans proceeds apace." (House of Lords, 8th December, 1943).

His appointment does not, of course, derogate in any way from the supreme authority of the War Cabinet. He is helped by a very strong War Cabinet Committee over which he presides, and many of the conclusions of this Committee will be of sufficient importance to warrant submission to the War Cabinet itself for final decision.

Sir William Jowitt, *as Minister without Portfolio, has assisted Lord Woolton in carrying out his duties, and represented his policy in the House of Commons.

It is to be noted that there is not a **Ministry** of Reconstruction with a large staff, but a **Minister** of Reconstruction with a staff of a few highly experienced people. The reason for this is that the primary responsibility rests with the

* Before Lord Woolton's appointment, Sir William Jowitt was charged with the duty of organising and co-ordinating reconstruction plans, but without a seat in the War Cabinet. He has now (17.11.44) been appointed Minister of National Insurance.

Ministers in charge of the Departments. In Lord Woolton's words "These plans of reconstruction are not going to be carried out by me. They are going to be carried out by a number of Ministers and Government Departments. The primary responsibility for formulating plans, and the responsibility for executing them, must continue to rest with the Departments concerned, working under the direction of their Ministerial chiefs." (House of Lords, 8th December, 1943).

There are very few reconstruction problems for which the primary responsibility cannot be assigned to some one Department, although in many cases other Departments are also concerned in a lesser degree. In a few instances, several Departments may be equally concerned, or a problem may arise which has not so far been assigned to any particular Department. In such circumstances it would be for the Minister of Reconstruction to take the initiative in formulating plans. The problem of Employment Policy (Cmd. 6527) may be quoted as an instance.

Beveridge Report

Special machinery was set up for the consideration of the Beveridge proposals on Social Insurance and Allied Services (Cmd. 6404).

Where existing Departments already handled subjects involved in the Beveridge proposals, those Departments remained responsible for the study of the particular problems. Thus, the Minister of Health remained responsible for the study of Health Insurance, the Minister of Labour for Unemployment Insurance, the Home Secretary for Workmen's Compensation.

Some twenty heads of study were prepared by Sir William Jowitt, who had a small staff of highly placed Civil Servants to assist him, and these subjects were allocated to the appropriate Departments. Sir William Jowitt himself undertook the responsibility for matters which were not within the ambit of any existing Department, such as Death Benefit and Children's Allowances.

The Government's proposals (Cmd. 6550 and 6551) were formulated under the direction of the Committee of Ministers presided over by Lord Woolton. Sir William Jowitt had special responsibility for co-ordinating the work involved in presenting the Social Insurance scheme as a whole to that Committee. (Mr. Attlee, House of Commons, 30th November, 1943).

The Ministry of National Insurance Act has now (17th November, 1944) been passed into law, to transfer to a single Ministry powers hitherto divided between the Minister of Health, the Secretary of State for Scotland, the Minister of Labour and National Service, and the Home Secretary. Sir William Jowitt has been appointed the first Minister of National Insurance.

PHYSICAL RECONSTRUCTION

I. MINISTRY OF TOWN AND COUNTRY PLANNING

The Ministry of Town and Country Planning* was established in February, 1943, and Mr. W. S. Morrison was appointed Minister with the duty as defined by Parliament of "securing consistency and continuity in the framing of a national policy with respect to the use and development of land throughout England and Wales."

Decisions reached by the Minister of Town and Country Planning are dealt with, in relation to the general scheme of post-war reconstruction, in the manner common to other specialist Departments of State as explained above.

Research

For the formulation of policy on land utilisation and its detailed execution in planning, a programme of research on the resources of the land and conditions affecting its use has been undertaken by the Ministry.

Subjects studied include the physical background of the land, its present use and capabilities; the distribution of population; the occupational need and well-being of communities; the structure of towns; the principles governing layout and grouping of buildings, arrangement of sites, communications and services.

This information is being recorded in maps, diagrams, statistics, etc., the maps presenting data in a form convenient for comparison and on a scale appropriate to the problem whether national or local.

Legislation

The Town and Country Planning (Interim Development) Act, 1943, brought under planning control all land in England and Wales not previously subject to an operative planning scheme or resolution. This measure also gave local planning authorities additional powers to prevent their planning schemes being prejudiced by any development in the interim period before such schemes become operative.

The Town and Country Planning (Interim Development) (Scotland) Act, 1943, applied similar provisions to Scotland.

Regional Machinery

In order to facilitate co-operation with local authorities in town and country planning, the Ministry has appointed ten Planning Officers to cover the whole of England and Wales outside London. Their headquarters are at convenient centres and they are available for consultation by the local authorities and also to advise the Ministry regarding problems arising in their areas.

Similarly, the Ministry of Agriculture has appointed ten Rural Land Utilisation Officers to provide information and advice on matters affecting

* From July, 1942, until the creation of this Ministry, planning functions were exercised by the Ministry of Works and Planning. Before that date the Ministry of Health was the responsible Department.

agriculture and the utilisation of the land, and to co-operate in all questions of town and country planning with the regional Planning Officers of the Department of Town and Country Planning. There is also a Chief Adviser on Rural Land Utilisation, Dr. L. Dudley Stamp.

2. MINISTRY OF HEALTH AND MINISTRY OF WORKS

Other Ministries are also concerned with aspects of physical reconstruction, such as the Ministry of Health, which is responsible for housing policy, and the Ministry of Works which deals with the technical side of building.

Ministerial responsibility in these fields was clarified by the Deputy Prime Minister, Mr. Attlee, and the Minister of Production, Mr. Lyttelton, in the House of Commons (23rd and 30th November, 1943, respectively) and by Lord Woolton himself in the House of Lords (10th December, 1943).

The primary responsibility for housing policy will continue to rest with the Minister of Health and the Secretary of State for Scotland. Their Departments will approve the schemes prepared by the local authorities, and will be the sole channels of communication between the Government and the local housing authority for all the purposes of the post-war housing programme.

The Ministry of Works will be the Government authority to which the Ministry of Health and the Scottish Office will look in all matters concerning plans, designs, specifications, materials and the technique of construction, and cost of houses.

To ensure that the local authorities have the full benefit of the special knowledge of the Ministry of Works on these technical questions, the Ministry of Health and the Ministry of Works, together with other Departments also concerned, such as the Ministry of Town and Country Planning, and the Ministry of Fuel and Power, have collaborated in preparing a manual of general instructions on housing matters for the guidance of local authorities.

The proposals for a post-war housing programme must, of course, be co-ordinated with the rest of the Government's plans for reconstruction in the years immediately following the end of the war, and this is one of the duties of the Minister of Reconstruction.

At the time of going to press it was announced that the responsibility for concerting the action of all the Government Departments concerned with bomb damage repair in London had been placed on the Minister of Works. (Mr. Duncan Sandys, 7th December, 1944).

ADVISORY COUNCILS FOR SCOTLAND AND WALES

Scotland

In Scotland, the Minister responsible for Agriculture, Education, Health (including housing) and Home Affairs is the Secretary of State, who is also the Minister responsible in Scotland for Town and Country Planning.

In dealing with questions of reconstruction in Scotland, the Secretary of State is assisted by an Advisory Council formed in September, 1941, and consisting of all living ex-Secretaries and ex-Secretaries of State for Scotland sitting under the Chairmanship of the present Secretary of State. Its membership includes representatives of all the leading political parties and in announcing its formation the Secretary of State said that the functions of the Council

would be to collaborate with him for the purpose of surveying problems of post-war reconstruction in Scotland, selecting subjects for inquiry and determining by whom inquiries should be made.

A number of Committees appointed, or reconstituted, by the Secretary of State with the advice of the Council of ex-Secretaries of State have been noted below under their appropriate heads. The Committee on Hydro-Electric Development, the Committee on Post-War Hospital Problems, the Scottish Housing Advisory Committee (reconstituted), and the Advisory Council on Education in Scotland (reconstituted), may be cited as examples, and there are many others.

Wales

A Welsh Reconstruction Advisory Council was appointed on 30th June, 1942, under the Chairmanship of Mr. J. F. Rees, Principal of the University College of South Wales and Monmouthshire.

The terms of reference are : " To survey, in conformity with the general examination of reconstruction problems now being conducted by the Government, those problems of reconstruction which are of special application to Wales and Monmouthshire, and to advise on them."

Most of the work of the Council is conducted through the medium of standing committees of which there are five : Industry ; Agriculture ; Education and Youth ; Local Government and Public Health ; and Transport and Public Services.

The First interim Report of the Council, covering the period to 17th December, 1943, and published on 30th March, 1944, considered all these subjects.

PART II

CONSIDERATION OF PARTICULAR SUBJECTS

The progress of the Government's studies of problems of domestic reconstruction, as disclosed in published information, is noted under the following heads :

- A. Agriculture
- B. Armed Forces
- C. Civil Aviation
- D. Education
- E. Electoral Reform
- F. Employment
- G. Fisheries
- H. Forestry
- I. Health
- J. Housing
- K. Merchant Navy
- L. Physical Planning
- M. Public Services
- N. Social Services

A.—AGRICULTURE

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Post-War Policy

26th November, 1940. The Minister of Agriculture, Mr. R. S. Hudson, announced the Government's policy for agriculture after the war.

"The Government has . . . decided . . . to guarantee that the present system of fixed prices and an assured market [for the principal agricultural products] will be maintained for the duration of hostilities and for at least one year thereafter. Prices will be subject to adjustment to the extent of any substantial changes in cost of production. . . . *The Government, representative as it is of all major political parties, recognises the importance of maintaining after the war a healthy and well-balanced agriculture as an essential and permanent feature of national policy.* The guarantee now given is meant to secure that stability shall be maintained not only during hostilities but during a length of time thereafter sufficient to put into action a permanent post-war policy for home agriculture."

Hot Springs Conference

The United Nations Conference on Food and Agriculture, held at Hot Springs, Virginia, U.S.A., 18th May–3rd June, 1943, adopted a series of resolutions directed to attaining for the peoples of the world **freedom from hunger** as a short-term policy, and **freedom from want** in relation to food and agriculture as the goal of long-term policy.

Freedom from want in this sense was defined by the Conference as "a secure, adequate and suitable supply of food for every man," and it was recognised that "this can be achieved only as part of a world-wide policy of industrial and agricultural expansion." (Final Act of the United Nations Conference on Food and Agriculture, 1943, Cmd. 6451).

Recommendations Accepted

6th July, 1943. The Foreign Secretary, Mr. Eden, announced the acceptance of the recommendations of the Conference.

"His Majesty's Government have no hesitation in accepting the resolutions and the obligation to give effect to them in so far as they apply to conditions in the United Kingdom."

Mr. Eden noted the wider implications of the recommendations.

"It is clear that freedom from want of food depends largely on matters outside the scope of purely agricultural or nutritional policy. This was fully recognised by the Conference, which took account of the broad questions of international security and economic expansion which are the necessary background of sustained progress towards freedom from want and a higher standard of living."

Four-Year Plan

5th May, 1943. The domestic policy adopted for the short term fits in with the recommendations of the Hot Springs Conference.

Speaking at the Caxton Hall, Mr. Hudson said: "Even the end of the war will not mean the end of our farming effort, for starving Europe will have to be fed. Indeed, I am trying to work out a *four-year plan for agriculture* including the harvest of 1947."

21st September. Referring in the House of Lords to the Minister's four-year cropping plan, announced at the Caxton Hall, the Joint Parliamentary Secretary to the Ministry of Agriculture, the Duke of Norfolk, said:

"This programme has since been given greater definition. Its essence is that we shall continue to take the plough round the farms of this country; we shall extend the ley farming, and we shall consider the improvement of livestock husbandry through better breeding and other means. The aim of these measures is the provision of the maximum crops possible for both human and animal consumption. . . .

"This policy is one which also accords with the recommendations of the Hot Springs Conference. . . .

"I suggest that the four-year plan is the best preparation for the long-term agricultural policy that must be devised at the appropriate time in the interests both of the safety and welfare of this country and of co-operation with the world overseas."

3rd December. Mr. Hudson, speaking at Leeds, summed up the task to be accomplished under the four-year plan.

"The task is a double one. On the one hand to grow as much food as possible over the next four years, on the other so to manage our cropping that at the end of the four years our whole system will be so flexible that it can be adapted with the minimum of dislocation and disturbance to whatever levels long-term peace conditions may require. . . .

"To achieve this we must maintain our tillage acreage and as far as possible our acreage of cereals, But we must at the same time improve and increase our livestock and secure a better balance between crops and livestock . . . the maximum production of crops for human consumption being combined with the maximum production of livestock."

26th January, 1944. Mr. Hudson further described the transition to peace-time conditions.

"There will be no sudden change, but there will be a period of transition when we shall gradually be able to switch production from a war-time basis to the kind of production which will be most suitable and economic when peace returns, having regard to our soil and our climate. This will mean a change of emphasis from the production of crops for direct human consumption to an increase in livestock and livestock products. Gradually we shall be able to relax our cropping orders and our directions, and prepare the way for a healthy and well-balanced agriculture which the Government and the House desire."

Fixed prices and an assured market for the principal agricultural products, for the duration of hostilities and for at least one year thereafter, had been guaranteed as far back as November, 1940. Referring to this guarantee Mr. Hudson said: "I am willing to consider with the National Farmers' Union whether this assurance of the continuance of the system cannot be related more closely to the four-year production plan, including the harvest of 1947, which I have already set before the industry."

27th April. Mr. Hudson mentioned that discussions with the National Farmers' Unions of England and Wales and of Scotland to the above effect were proceeding.

25th May. Mr. Hudson announced the guaranteeing of milk and meat prices in connection with the four-year plan.

"The Government have decided to guarantee to producers of milk, fat cattle, calves, sheep and lambs an assured market for their whole output of milk and meat during the four years up to the summer of 1948 at price levels not less than those at present prevailing, but excluding the special milk bonus paid for the current year. These will be guaranteed minimum prices. The guarantee is given as an integral part of the four-year production plan for those commodities by reason of the long-term nature of those forms of production. It is designed to encourage farmers to produce the increased quantity of milk that is likely to be required in the next four years and to stimulate a revival in the rearing of cattle and sheep for meat production."

Long-term Policy

28th July, 1943. Mr. Hudson referred to the fact that the long-term agricultural recommendations of the Hot Springs Conference had been accepted by His Majesty's Government. "The most important are contained in Resolution XV in the White Paper" (Cmd. 6451).

Mr. Hudson said: "The Hot Springs Resolutions definitely pointed the way to a world policy for agriculture, first of all, for the short-term period of acute shortage, and then a new period of gradual adjustment, and then, finally, they laid down the basic principles on which a practical policy for a well-balanced agriculture should be carried out throughout the world. If these policies outlined at Hot Springs are followed and put into effect in each country according to its different economic condition and geographical

conditions, we shall, I think, have gone a long way along the road to solving the problems which faced primary producers throughout the world in pre-war days. The adoption of these policies will certainly result in an improvement in agriculture throughout the world and therefore also in the amelioration of the lot of all mankind."

Discussions with the Industry

27th October, 1943. The formulation of a long-term policy for agriculture was brought a step nearer by an announcement by the Minister of Agriculture in the House of Commons.

"I am . . . able to announce that the War Cabinet have authorised . . . the Secretary of State for Scotland and myself to start discussions with representatives of the agricultural industry as to agricultural policy, both in the transitional period immediately after the end of hostilities and in the post-war period. These discussions will be of an exploratory character and confidential ; and reports will be made from time to time to the War Cabinet on their progress."

26th January, 1944. Mr. Hudson referred to the four-year production plan as directed "to cover the transition period from war to peace and to allow sufficient time for the formulation, after the termination of war in Europe, of a long-term agricultural policy, on the basis of the discussions which are at present proceeding with the industry, as part of the general national economic policy."

Although the stage has not been reached at which the details of the Government's long-term agricultural policy can be announced, an immense amount of preparation for the post-war period, including legislative preparation, has been accomplished.

Research and Improvement

Agricultural Research Council

The Agricultural Research Council is the organisation responsible for fundamental research in agriculture.

19th November, 1941. Mr. Hudson said : "On the side of fundamental research we have extended the function of the Agricultural Research Council and placed further funds at their disposal."

A Report on **Agricultural Research in Great Britain**, drawn up by the Council, was published in February, 1943 (Cmd. 6421).

Agricultural Improvement Council

The Agricultural Improvement Council for England and Wales was constituted on 12th June, 1941. Its object was to promote closer contact between the farmer and the scientist with a view to ensuring the greatest possible application of the results of scientific research and new technical methods in ordinary farming practice.

The Council is complementary to the Agricultural Research Council. Its function is to get the results achieved by the Agricultural Research Council applied in practice.

The Council has issued its **First Report** covering the period to 30th June, 1942.

11th November, 1943. Speaking at Worcester, the Joint Parliamentary Secretary to the Ministry of Agriculture, Mr. Tom Williams, said that the gap

between the farmer and the scientist had been closed by the setting up of the Agricultural Improvement Council. . . . The Council was in touch with the farmers through the **Technical Development Committee**, which was responsible for the practical demonstrations which were now so popular. Mr. Williams instanced the demonstrations of the technique of re-seeding to grass.

22nd July, 1944. A statement from the Ministry of Agriculture announced that the membership of the Council had been increased and the terms of reference widened as follows :

“ To keep under review the progress of research with a view to ensuring that promising results are applied as rapidly as possible to the problems of agriculture and horticulture and that these and any other new technical methods are incorporated into ordinary commercial practice ; to advise from time to time concerning agricultural and horticultural problems which appear to require scientific investigation ; and to advise generally as to the lines on which a policy designed to raise the technical standard of agricultural and horticultural production can best be implemented.”

The Chairman of the Council is Sir Donald Fergusson.

An Agricultural Improvement Council for Scotland was also appointed in June, 1941, with the following remit :

“ To devise methods for seeing that promising results of research are applied as rapidly as possible to the problems of agriculture and are incorporated in ordinary farming practice, and to advise from time to time concerning agricultural problems which appear to require scientific investigation.”

The Chairman of the Scottish Council is Sir Patrick Laird.

Agricultural Machinery Development Board

An Agricultural Machinery Development Board was set up in January, 1942, on the recommendation of the Agricultural Improvement Council. It is composed of progressive farmers, familiar with the problems of mechanisation, manufacturers of agricultural implements, representatives of agricultural labour organisations, and of the Agricultural Research Council and the Department of Scientific and Industrial Research.

Speaking at Birmingham on 2nd September, 1944, Mr. Hudson gave an indication of the present increase in mechanisation. “ Farmers and County Committees have spent something like £100 million during the war on machinery alone. Farmers are to-day spending £25 million a year, yet their cry is still for more.”

National Institute of Agricultural Engineering

A National Institute of Agricultural Engineering has been established in Yorkshire, the Agricultural Engineering Research Institute at Oxford having been moved there for this purpose.

National Farm Surveys

Surveys, which cover every farm in England and Wales of over five acres, nearly 300,000 in number, and a large sample of Scottish farms, were started in the spring of 1941. The field work has been completed in both countries. The analysis of the material collected has been completed for Scotland and is well under way for England and Wales.

In England and Wales the information obtained provides a substantially complete record of the farm and enables anyone at a glance to get a full picture of its main features.

A Ministry of Agriculture statement of 17th December, 1942, describes the Farm Survey as "a blueprint for post-war agricultural planning." Examples of the planning value of the Survey can be found in the sections dealing with farm workers' cottages and with water and electricity supplies.

The map material will assist in determining what agricultural land should be preserved as such and protected from "development," while a large number of statistical inferences, that will be of use for post-war policy or administration, can be derived from the survey material.

The Scottish survey provides a measure of the potential productivity of the land and indicates the extent of the main factors retarding production. It will assist in determining first the quantum of production that Scotland could fairly be expected to contribute to the world's needs, and second what measures should be taken to procure maximum efficiency in production and improvement of the land itself.

Design of Farm Buildings

A Committee was appointed in November, 1942, under the Chairmanship of Mr. T. W. Haward, "to consider and make recommendations regarding the layout, design and construction of farm buildings after the war."

In August, 1943, a Committee with similar terms of reference was set up for Scotland under the Chairmanship of Mr. William C. Davidson.

National Advisory Service

19th February, 1944. Speaking at Taunton Mr. Hudson stated that perhaps the greatest contributory factor in our increased agricultural efficiency had been the wealth of technical advice available to farmers, both big and small. Plans were already being laid for a **National Advisory Service**.

The Report of the Luxmoore Committee on post-war Agricultural Education in England and Wales (see below), had recommended the unification of the provisional (specialist) and county (general) advisory services under central control.

20th January, 1944. Mr. Hudson announced the Government's decision, in acceptance of this recommendation, that "the Provincial and County Advisory Services should be unified and combined into one National Service for the whole country directly under the Minister of Agriculture and financed wholly by the Exchequer."

The Agriculture (Miscellaneous Provisions) Act, 1944, which received the Royal Assent on 27th July, 1944, gives effect to this decision.

16th May, 1944. Moving the Second Reading of the Bill, Mr. Hudson said :

"We want to try to ensure that everybody is in a position to know all about the latest developments in agricultural science. We also want to aim at this : that the practice of the best farmers should become the practice of all."

Previously local authorities had undertaken agricultural advisory work. The House was now asked "to expand this service and make it one of the major factors of our long-term agricultural policy."

Mr. Hudson sketched in outline the sort of picture he and the President of the Board of Education had in mind in the final set-up. "There will be an advisory service of a general nature on a county basis. . . . The counties will be grouped in provinces. . . . For each province there will be a specialised advisory service, and one officer at the head of the lot." Integration of advisory and research work would be effected through the Agricultural Improvement Council.

Agricultural Education

The Luxmoore Report

The Report of the Committee on **Post-War Agricultural Education in England and Wales** (Cmd. 6433) was presented on 9th April, 1943.

The Committee was appointed in July, 1941, under the Chairmanship of the late Lord Justice Luxmoore, with the following terms of reference :

"To examine the present system of agricultural education in England and Wales and to make recommendations for improving and developing it after the war."

The "two main recommendations" of the Committee related to the unification of the agricultural advisory services and the question whether or not agricultural education should be integrated with general education.

As noted above, effect has been given to the former recommendation.

19th January, 1944. As to the integration of agricultural education with general education, the President of the Board of Education, Mr. R. A. Butler, indicated the Government's view in the course of his speech on the Second Reading of the Education Bill. Mr. Butler said :

"The Minister of Agriculture and I . . . agree that the technical agricultural education for the young, excluding higher education at University Departments of Agriculture and Agricultural Colleges, shall properly be regarded as falling within the sphere of the general education service. It has been decided that this should be the responsibility of the Local Education Authorities, as in the case of technical education for other industries. . . .

"I feel sure that this decision to bring agricultural education within the framework of the general educational system of the country will be welcomed not only by educationists but by general public opinion as a means of furthering the mutual interests of the towns and the countryside. . . ."

20th January. Confirming this decision in his formal announcement of the Government's conclusions on the Luxmoore Report, Mr. Hudson added :

" . . . The provision of agricultural education at the farm institute level and below should remain a function of the local authority, but in its capacity as a local education authority, and on a mandatory basis instead of permissive as at present. At the same time . . . agricultural education will call for some special treatment within the general framework and for the same reason will continue to be grant-aided through the Ministry of Agriculture."

The other decisions on the Luxmoore Report announced by Mr. Hudson related mainly to Farm Institutes, namely, the appointment of a Joint Advisory Committee of the Ministry of Agriculture and Board of Education "to advise on general educational policy and methods of training ;" inspection by Inspectors of both Departments ; and the provision of more Farm Institutes.

14th April. Speaking at Aberystwyth Mr. Hudson made it clear that "in future County Councils will be required, as a duty, to make provision for agricultural education as an integral part of their educational proposals."

21st June. A Ministry of Agriculture statement announced the appointment of the Joint Advisory Committee mentioned above.

"The Minister of Agriculture and Fisheries and the President of the Board of Education have jointly appointed a Committee to advise them on all aspects of agricultural education to be provided by local education authorities and particularly on the educational policy and methods of training to be adopted at farm institutes.

"The Committee will be a permanent body and will advise the two Ministers on such matters within their terms of reference as they think fit and on any questions on agricultural education, up to and including farm institute level, that may be referred to them."

The Chairman of the Committee is Dr. Thomas Loveday, Vice-Chancellor of Bristol University, who was a member of the Luxmoore Committee and was also Chairman of the Committee on Veterinary Education (see below).

Higher Agricultural Education

21st June, 1944. The same statement announced the appointment by the Minister of Agriculture of "a Committee to consider the character and extent of the need for higher agricultural education in England and Wales and to make recommendations as to the facilities which should be provided to meet the need. This Committee will deal with agricultural education provided by agricultural colleges and university departments of agriculture and will take over the functions of the Minister's war-time Committee on Higher Agricultural Education."

Dr. Loveday is also Chairman of this committee.

Agricultural Education in Scotland

24th February, 1944. It was announced from the Scottish Office that the Secretary of State had appointed a Departmental Committee on Agricultural Education in Scotland, with the following terms of reference :

"To inquire into the organisation, staffing, curricula and external services of Agricultural Colleges in Scotland and the relationship of the Colleges to the Universities and to the Research Institutes, and to make recommendations."

Lord Alness is the Chairman of the Committee.

The work of the Committee will be closely correlated with that of the Special Committee on Technical Education which was appointed recently by the Advisory Council on Education in Scotland.

Safeguarding Good Farm Land

11th February, 1942. The Government announced their acceptance of the principle of planning the use of land so as to secure its most appropriate development and use. It was stated that the general promotion of rural development in the light of a positive policy for the maintenance of a healthy and well-balanced agriculture was to be a purpose of policy, and that to this end the Government "will seek to avoid the diversion of productive agricultural land

to other purposes if there is unproductive or less productive land that could reasonably be used for these purposes."

(Mr. Arthur Greenwood, Minister without Portfolio).

21st May, 1943. In pursuance of the above policy a Ministry of Agriculture statement announced that the Minister had "set up an organisation to provide information and advice on matters affecting agriculture and the utilisation of the land." Dr. L. Dudley Stamp (who had been a member of the Scott Committee, see below) had been appointed as Chief Adviser on Rural Land Utilisation, and ten Rural Land Utilisation Officers had subsequently been appointed for each of the various regions of England and Wales. They would work in close collaboration with the Regional Planning Officers of the Department of Town and Country Planning.

30th March, 1944. Mr. Hudson stated that "the rural land utilisation officers . . . advise planning authorities in regard to the effect of their proposals on agriculture, in order to ensure that good agricultural land is not used for development if land of less productive capacity is available. . . ."

19th May, 1944. Mr. Hudson mentioned that he had further appointed eleven Assistant Rural Land Utilisation Officers and that "an additional officer for Wales will be appointed shortly."

In Scotland the Secretary of State, as the Minister in charge of both agriculture and planning, is advised by his Departments of Agriculture and Health, respectively, on questions of land use. The Land Utilisation Officers of the former and the Planning Officers of the latter co-operate in this service, in collaboration with Local Planning Authorities and Regional Advisory Planning Committees (see under **Physical Planning—Regional Planning, Scotland**).

Financial Assistance to the Farmer

Taxation Relief

25th April, 1944. In his Budget Speech the Chancellor of the Exchequer, Sir John Anderson, announced an important concession, in the matter of Income Tax in the post-war period, to industry as a whole, including agriculture: namely, a special initial "deduction from taxable profits of 20 per cent. allowance on all expenditure on new plant and machinery and 10 per cent. allowance on all expenditure on new industrial buildings."

In the case of agriculture the landowner would be treated as a co-partner of the farmer in so far as he incurs expenditure on buildings, plant and machinery for the purposes of agriculture. "So far as the farmer bears the expenditure, he will get precisely the same relief as the ordinary industrialist. So far as the landowner does so, he will qualify for similar relief against not only the income drawn from the land, but against any other income liable to tax."

Agricultural Credits

Sir John Anderson forecast a proposal whereby "ample loan facilities for long-term loans at reasonable rates should be available to agriculturists to enable them, among other things, to repair and improve farm buildings and carry out other capital works."

16th May, 1944. Effect has been given to this proposal in the Agriculture (Miscellaneous Provisions) Act, 1944, mentioned above.

The Act increases the resources of the Agricultural Mortgage Corporation and the Scottish Agricultural Securities Corporation, to enable them to make advances at a lower rate of interest than at present and to expand their business to meet the anticipated requirements of agriculture immediately after the end of the war in Europe.

Moving the Second Reading Mr. Hudson said that the second major proposal in the Bill was directed to provide the "long-term credit . . . required in agriculture, to enable farmers to purchase their farms at reasonable rates of interest, and also to enable the modernisation of buildings [—on which improvement and increased numbers of livestock depend—] and the provision of capital equipment to be carried out."

He explained that the proposals would increase the lending resources of the Agricultural Mortgage Corporation by about £24,500,000. It is considered that the rate of interest on loans should be $3\frac{1}{4}$ per cent.

He hoped that the proposals would make "a substantial contribution to the re-establishment of the capital equipment of agriculture in the time to come."

Livestock

Veterinary Service

A Committee on Veterinary Education in Great Britain, under the Chairmanship of Dr. Thomas Loveday, had presented a Report in July, 1938. In January, 1943, the Committee was invited to review its recommendations in the light of the great changes in the position and prospects of agriculture in this country since the date of its First Report.

The Second Report of the Committee (Cmd. 6517) was presented on 21st April, 1944.

Bearing in mind the Government's intention "of maintaining after the war a healthy and well-balanced agriculture as an essential and permanent feature of national policy," the Committee has made recommendations for "the best possible training" for the number of qualified veterinary surgeons estimated to be required annually.

Improvement of Dairy Herds

19th May, 1944. Referring to the need of improving the quantity and quality of our milk supply, Mr. Hudson said :

" . . . We have already started taking a number of steps towards this end. One of the main planks in my four-year plan, is the improvement of our dairy stock. We have to try to up-grade the whole of our dairy stock, and do everything in our power to encourage the ordinary dairy farmer to go in for a sound breeding policy. . . . My [local war agricultural] committees . . . have been instructed to devote . . . their attention to livestock improvement. They are engaged in a *survey of every dairy herd* in the country with a view, first, to assessing their worth and then to helping owners of poor quality stock either to supplant them with better stock, or to up-grade them. . . . We are getting on with the task of trying to provide an increased number of suitable dairy bulls. . . ."

On the subject of "the improvement of the health of cattle and the elimination and control of disease," Mr. Hudson said that "every dairy herd will, in future, be inspected by a qualified 'vet' at least once a year." As and when the supply of 'vets' increases he would be able to increase the number of

inspections of herds each year. In this connection Mr. Hudson referred to the "active consideration" being given to the recommendations of the Committee on Veterinary Education.

Artificial Insemination

9th December, 1943. Mr. Hudson mentioned that "two British experts are at present in the United States of America on behalf of the Agricultural Improvement Council, studying the development of the practice in that country."

21st June, 1944. A Ministry of Agriculture statement announced that the Minister "has recently arranged for a review of the principles on which the development of artificial insemination centres in England and Wales should be planned and controlled under the powers conferred by the Agriculture (Miscellaneous Provisions) Act, 1943.

After discussions with the National Cattle Breeders' Association, the National Farmers' Union and the Milk Marketing Board the following arrangements are proposed :

Artificial insemination centres should be controlled and developed as a national service on behalf of the livestock industry.

With the exception of centres established for experimental purposes, licences for such centres should be granted only to organisations controlled and financed by producers, but the centre would be available to all producers of cattle within the area of operation.

A Local Committee, representative of breeders and farmers in the area, would be appointed to advise on all matters affecting the working of the centre.

A **Central Advisory Committee** is being appointed to advise the Minister upon the economic aspects of the control and development of centres and to consider applications for licences to set up such centres.

26th September. The Minister of Agriculture announced that the Duke of Norfolk had been appointed Chairman of the Central Advisory Committee.

In November, 1943, the Agricultural Improvement Council for Scotland appointed a Supervisory Committee on artificial insemination. The main functions of the Committee, which is representative of agricultural and scientific interests, are to advise the Council on matters relating to artificial insemination and to supervise the operations of any centres that may be established in Scotland.

Hill Sheep

Hill Sheep Farming in England and Wales and Hill Sheep Farming in Scotland have been the subject of inquiries by Committees which have submitted Reports, presented to Parliament in January, 1944 (Cmd. 6498 and Cmd. 6494, respectively).

The English Committee was set up in January, 1941, by the Agricultural Improvement Council, under the Chairmanship of Earl De La Warr ; and the Scottish Committee in November, 1941, by the Secretary of State for Scotland, under the Chairmanship of Lord Balfour of Burleigh.

Both Reports recommend a boldly conceived long-term policy, involving Government help, as necessary to revitalise the industry in the respective countries and rescue it from its exhausted condition.

Among other matters, both Reports deal with the need of co-ordinating hill sheep farming and afforestation, the claims of which should be treated as complementary and not conflicting.

4th July, 1944. The Reports have not yet received the attention of Parliament ; but the Secretary of State for Scotland, Mr. Thomas Johnston, made a reference to the Scottish Report in a Debate on Scottish Agriculture in Committee of Supply.

He said that the representatives of the hill sheep industry " accept, in the main, the ordered programmes of improvement recommended in the report " ; that the problem of the disposal of surplus store lambs was still under examination with the industry ; and that he was discussing with the Minister of Agriculture the recommendation for a wool-marketing board.

Improving Conditions of Rural Life

Agriculture a Way of Life

21st March, 1943. In referring to British agriculture in his broadcast, the Prime Minister said :

" During the war immense advances have been made by the agricultural industry. The position of the farmers has been improved ; the position of the labourers immensely improved. The efficient agricultural landlord has an important part to play. I hope to see a vigorous revival of healthy village life on the basis of these higher wages and of improved housing and, what with the modern methods of locomotion and the modern amusements of the cinema and the wireless, to which will soon be added television, life in the country and on the land ought to compete in attractiveness with life in the great cities."

10th December, 1943. This aspect was touched upon by Lord Woolton in his first reference to agriculture as Minister of Reconstruction.

" In whatever plans we may . . . make for the reconstruction of the country we must take account of agriculture, not only as a means of feeding the people, but as a **way of life** for the people of this country. . . . With a prosperous agriculture in the country we are ensuring for very large numbers of the people a means of living which is happy, healthy and stable."

Scott Report

30th November, 1943. Meanwhile the Minister of Town and Country Planning, Mr. W. S. Morrison, had announced in the House of Commons the Government's acceptance of " the broad object " of those recommendations of the Scott Committee on **Land Utilisation in Rural Areas** (Cmd. 6378) designed to promote the general well-being of rural communities. These recommendations relate largely to the improvement of rural housing and amenities and to rural water supplies. (For further information on the Scott Report see under Physical Planning.)

Rural Housing

The post-war building programme of three to four million houses in the first ten or twelve years includes 300,000 cottages for agricultural workers (Lord Portal, 18th March, 1943).

25th May, 1944. The Report of the Rural Housing Sub-Committee (Chairman Sir Arthur Hobhouse) of the Central Housing Advisory Committee of the Ministry of Health was published.

The Report deals with the problem of rural housing in England and Wales in relation not only to agricultural workers but to all dwellers in areas of a rural character, although many of the recommendations more particularly concern the former.

Among the main objectives set out for the post-war period are :

- (1) A planned programme to bring rural housing conditions up to the highest possible level in a given period of years ;
- (2) The raising of housing standards in backward districts up to the best attained by progressive authorities ;
- (3) A financial basis for new house building in rural areas which will make it possible to give the agricultural worker as good a house as the worker in other industries.

The Sub-Committee recommended a comprehensive survey in every rural district in England and Wales—to be completed within twelve months—as a basis for a long-term programme of repair, reconditioning and provision of new houses.

Other recommendations included a special Exchequer subsidy to bridge the gap between the rent suggested for agricultural workers (not exceeding 7s. 6d. to 8s. a week, plus rates, on the basis of a minimum agricultural wage of 65s. a week) and the economic rent of houses built both by local authorities and private enterprise ; as well as a special Exchequer subsidy for exceptionally poor rural districts, particularly in Wales.

The Sub-Committee also made recommendations, similar to those of the Scott Committee, for the improvement of rural water supplies, as well as for the extension of sewerage schemes in rural areas.

On the same date the Minister of Health, Mr. Willink, announced his general acceptance of the recommendations of the Sub-Committee. Local authorities have been asked “to proceed as soon as circumstances permit with the thorough and comprehensive survey of rural housing conditions which is recommended as a basis for the long-term housing programme.” With regard to the financial recommendations, “consultations as to the nature and amount of Exchequer subsidies . . . are proceeding with the Associations of local authorities.” Mr. Willink added that “the recommendations regarding extensions of rural water supplies are covered by proposals which are already before the House.”

The Report of the Design of Dwellings Sub-Committee (Chairman the Earl of Dudley) of the Central Housing Advisory Committee, published on 17th July, 1944, devotes a chapter to the design of rural cottages and connected matters.

The corresponding report for Scotland, **Planning our New Homes**, by the Scottish Housing Advisory Committee, published in March, 1944, offers a considerable number of suggestions and recommendations about rural housing.

[For fuller accounts of the Reports on Rural Housing, Design of Dwellings, and Planning our New Homes see under **Housing**.]

Rural Water Supply

18th April, 1944. The White Paper on a **National Water Policy** (Cmd. 6515)* contained a section (7) dealing with Rural Water Supplies, and forecast two legislative measures.

*See under *Public Services* below.

(1) A Bill to provide for Exchequer assistance towards the extension of piped water supplies and sewerage in rural areas. The grants proposed total £15,000,000 for England and Wales and £6,375,000 for Scotland—which should allow for work being done to six or seven times these amounts.

Under these proposals the percentage of total population not served by a piped supply (about 5 per cent.) “should be reduced to very small proportions and piped water should be made available to practically all sizable groups of houses, one of the important objectives set out in the Report of the Scott Committee on Land Utilisation in Rural Areas.”

The extension of the mains will also often enable a supply to be given to farms and farm buildings, “a matter of great importance from the point of view of milk production and the development of ley farming.”

(2) Legislation to be introduced by the Minister of Agriculture and the Secretary of State for Scotland “under which the scheme for the supply of piped water to agricultural land with financial assistance from the Exchequer will be extended to include supplies to isolated farm houses and cottages.”

Both these measures are now on the Statute Book.

The Rural Water Supplies and Sewerage Act, 1944, which received the Royal Assent on 27th July, 1944, gives effect to the proposals for extending piped water supplies and sewerage in rural areas ; while sections 5 and 8(d) of the Agriculture (Miscellaneous Provisions) Act, 1944, which received the Royal Assent on the same date, supplements that measure by providing grants for independent water supply schemes and for the tapping of water undertakers' mains to supply water to farms and farm buildings.

List of Documents in order of mention in text

Net Price.

Final Act of the United Nations Conference on Food and Agriculture, Hot Springs, Virginia, U.S.A. 18th May—3rd June, 1943. Cmd. 6451	...	...	...	...	...	...	...	9d.
Agricultural Research in Great Britain, February, 1943. Cmd. 6421....								1/6
Agricultural Improvement Council for England and Wales. First Report (Covering the period to 30th June, 1942)	...	...	...	...	...	...	...	3d.
Post-War Agricultural Education in England and Wales, April, 1943. Cmd. 6433	...	...	...	...	...	...	...	1/6
Agriculture (Miscellaneous Provisions) Act, 1944. 7 & 8 Geo. 6. Ch. 28...								3d.
Second Report of Committee on Veterinary Education, April, 1944. Cmd. 6517	...	...	...	...	...	...	...	6d.
Agriculture (Miscellaneous Provisions) Act, 1943. 6 and 7 Geo. 6. Ch. 16								6d.
Hill Sheep Farming in England and Wales, January, 1944. Cmd. 6498								9d.
Hill Sheep Farming in Scotland, January, 1944. Cmd. 6494	...	...	...	...	...	...	...	2/-
Land Utilisation in Rural Areas, August, 1942. Cmd. 6378	...	...	...	...	...	...	...	2/-
Rural Housing. Third Report of the Rural Housing Sub-Committee of the Central Housing Advisory Committee, May, 1944	...	...	...	...	...	...	...	1/-
Design of Dwellings. Report of the Design of Dwellings Sub-Committee of the Central Housing Advisory Committee, July, 1944	...	...	...	...	...	...	...	1/-

"Planning our New Homes." Report by the Scottish Housing Advisory Committee	3/-
A National Water Policy, April, 1944. Cmd. 6515	6d.
Rural Water Supplies and Sewerage Act, 1944. 7 and 8, Geo. 6. Ch. 26	2d.

Selected Pamphlets

A Statement of Post-War Agricultural Policy unanimously adopted by representatives of the following bodies at a Conference summoned by the Royal Agricultural Society of England on 12th April and 5th May, 1944. under the chairmanship of Sir George Courthope, M.P., has been submitted to the Minister of Agriculture :

Royal Agricultural Society of England.
National Farmers' Union.
Group of Peers (see below).
Council of Agriculture for England.
Council of Agriculture for Wales.
Central Landowners' Association.
National Union of Agricultural Workers.
Transport and General Workers' Union.
Land Union.
Chartered Surveyors' Institution.
Land Agents' Society.
Land Settlement Association.

The majority of these bodies had already published proposals for post-war agriculture in the form of pamphlets, which with other selected pamphlets, etc., are noted below.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Agricultural Economics Research Institute, Oxford.	Result of a preliminary examination of the problem of the post-war reconstruction of rural life and industry. (February, 1943).	Included in White Paper on Agricultural Research in Britain (Cmd. 6421), H.M.S.O. Price 1/6
British Legion Planning Committee.	Interim Report on Agricultural Settlement. (11th December, 1943).	Cardigan House, Richmond Hill, Surrey.
Central Landowners' Association.	Post-War Rural Reconstruction Problems (1942-1943).	Coppid Hall, Henley-on-Thames. Price 1/-
Communist Party.	British Agriculture, 1943.	16 King Street, W.C.2. Price 6d.
Conservative Party.	"Looking Ahead"—Agricultural Reconstruction. First Interim Report (April, 1943).	Conservative and Unionist Party Organisation, 24 Old Queen Street, S.W.1. Price 6d.
Council of Agriculture for England.	Report on the Principles and Objectives of Long-Term Agricultural Policy (May, 1943).	H.M.S.O. Price 3d.

Group of (14) Members of the House of Commons "drawn from all parties or none."	Future of Farming— Basis of an Agreed Policy.	Letter to "The Times," 4th March, 1943.
Group of (11) Peers Holding Varied Political Creeds.	A Post-War Agricultural Policy for Great Britain (February, 1943).	Earl De La Warr (Chairman), House of Lords, S.W.1.
Labour Party.	Our Land—The Future of Britain's Agriculture (November, 1943).	Transport House, Smith Square, S.W.1. Price 2d.
Land Agents' Society.	Memorandum of Evidence Submitted by the Land Agents' Society to the Farm Buildings Committee (March 1943).	318, Bank Chambers, 329, High Holborn, W.C.1.
Land Settlement Association.	Group Settlement and Post-War Agricultural Policy (May, 1942).	43 Cromwell Road, S.W.7. (Duplicated).
Land Settlement Association.	Town Planning and the Part-Time Use of Land by Industrial and other Urban Workers (1943).	43, Cromwell Road, S.W.7. (Duplicated).
Land Union.	Agriculture and Reconstruction—The Land and its Equipment (November, 1943).	15 Lower Grosvenor Place, S.W.1. Price 4d.
Liberal Party.	Food and Agriculture (June, 1943).	Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 4d.
Liberal National Party.	Our Food and Our Farms (November, 1944).	15 Old Queen Street, S.W.1. Price 6d.
National Allotment Society.	Memorandum dealing with Allotments and the place they should occupy in Post-War Britain (April, 1944).	Drayton House, Gordon Street, W.C.1.
National Farmers' Union.	Agriculture and the Nation—Interim Report on War Food Production Policy (February, 1943).	45 Bedford Square, W.C.1. Price 1/-
Parliamentary and Scientific Committee.	A Scientific Policy for British Agriculture.	Courtfield House, Courtfield Road, S.W.7. Price 9d.
Royal Agricultural Society of England.	Post-War Agricultural Policy—Recommendations of a Special Committee (December, 1941).	16 Bedford Square, W.C.1.
Tory Reform Committee.	The Husbandman Waiteth. A statement on agricultural policy on behalf of the Tory Reform Committee by three Members of Parliament (March, 1944).	All booksellers. Price 9d.

B.—ARMED FORCES

[Note : Information relating to the Armed Forces has been brought together in this section ; but much of the contents concerns the resettlement of industrial workers as well as members of the Armed Forces, and also relates to the problem of post-war employment which is considered in a subsequent section.]

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DEMobilISATION

General Principles

General demobilisation, either of the Armed Forces or of war industry, cannot take place until the end of the war against the Axis Powers and their total defeat throughout the world. Plans for demobilisation have, however, been the subject of intensive study over a very long period and certain broad principles have been announced.

30th January, 1941. Mr. Arthur Greenwood, Minister without Portfolio, said : " I am already considering, in collaboration with my colleagues the First Lord of the Admiralty, the Secretary of State for War, the Secretary of State for Air, and the Minister of Labour and National Service, the machinery which will be necessary for securing that release from the Armed Forces can be effected *according to an orderly system of priorities.*"

1st December, 1942. Sir William Jowitt, who had succeeded Mr. Arthur Greenwood as Minister without Portfolio, stated certain broad principles.

" . . . Any scheme of demobilisation *must be subject to military needs.* . . . Subject to that, the broad principle on which we have drawn up plans is this, that discharge will be based in the main on *age plus length of service.* . . . Our scheme should be fair and . . . should be recognised as fair, because unless it is so, the scheme . . . will not be followed. . . ."

3rd August, 1943. The Earl of Munster, speaking for the Government in the House of Lords, added that the plan " must also possess the merit of simplicity and be capable of being clearly understood by the dullest as well as the brightest among us.

... Whatever plans we may finally adopt and publish must be subject to criticism and examination and must stand the test of close scrutiny."

The Earl of Munster added : " There may ... be certain special classes in which key men should and must be released at the earliest possible moment, but this category must be kept at its lowest number in order not to damage or to wreck the general scheme. . . ."

Interim Period Between the Defeat of Germany and the Defeat of Japan

The Prime Minister in his broadcast of 21st March, 1943, had indicated the possibility of the war against Germany being over before the war against Japan and he added : " However vigorously the war against Japan is prosecuted, there will certainly be a partial demobilisation following on the defeat of Hitler, and this will raise most difficult and intricate problems, and we are taking care in our arrangements to avoid the mistakes which were so freely committed last time."

8th December. The Joint Parliamentary Secretary to the Ministry of Labour, Mr. McCorquodale, gave " an assurance that our plans [for demobilisation] are very far advanced. It is true that some important final decisions remain to be taken, but we are well prepared to deal with adjustments that may be necessary, for example, in the event of a sudden, unexpected collapse of Germany. . . . The study of our plans for a *two-stage demobilisation* has been proceeding for some time, but is not yet concluded. . . ."

He recapitulated the principles " vital for the success of *any* plan of demobilisation in whatever circumstances hostilities may end. . . ."

- (i) Military considerations must override all other claims.
- (ii) The scheme must be fair, and must be accepted as fair by the men in the Forces and, most particularly, by their wives and families.
- (iii) The scheme must be as simple as possible and not one which may lead to the commanding officer having to refer back questions because he cannot settle them on the spot.

As to the " rate of release," Mr. McCorquodale said that " the principle here is that the rate must be governed by operational requirements and not by the availability of civilian employment. . . ."

22nd September, 1944. The Government's plan for the first stage was announced in a White Paper entitled **Re-Allocation of Man-Power between the Armed Forces and Civilian Employment during any Interim Period between the Defeat of Germany and the Defeat of Japan** (Cmd. 6548).

Although the plan relates solely to such interim period it is based on the principles set out above and is therefore relevant to the study of the wider problem of general demobilisation.

The White Paper points out that " in the interim period the problem will not be one of demobilisation but of re-allocation of man-power between the Forces and industry in order best to provide for the requirements of the changed situation." Although it is impossible to determine precisely the level at which the Armed Forces will have to be maintained, such re-allocation will be possible on a substantial scale.

" Re-allocation must be governed by two main principles :

- (a) military requirements must override all other considerations ; and

- (b) the arrangements for the release of men from the Forces must be such as will be readily understood and accepted as fair by the Forces and must not be too complicated for practical application.

The Government adhere to the view that a fair and reasonable scheme can best be secured on the basis of release according to age and length of service, but they recognise that it will also be necessary to make a limited provision for certain urgent work of reconstruction on which a beginning must be made in the interim period. The plan accordingly provides for two separate methods of selecting men for return from the Forces ” :

Class A.—Those released according to age and length of service (two months of service being taken as equivalent to one additional year of age) ; and

Class B.—Those transferred on account of their qualifications for urgent reconstruction work.

“ The number of releases in Class A will correspond to the reduction in the strength of the Forces and will be increased in consequence of the calling up of further new recruits.”

The men transferred in Class B “ will be those identified as belonging to particular occupational classes specified by the Ministry of Labour and National Service as required for certain urgent reconstruction employments . . . mainly . . . to supplement the labour force available for building houses. . . .” A limited number of individual specialists will be included. The number of transfers in Class B will be small in proportion to the number of releases in Class A. . . .”

“ The terms applying to the two classes will be sharply differentiated,” the main differences being :

Class A.—Eight weeks’ full pay and allowances ; placed on special Reserve only to be recalled in extreme emergency ; permission to exercise reinstatement rights or take up other employment.

Class B.—Three weeks’ full pay and allowances ; direction to their reconstruction employment thus preserving reinstatement rights ; liability to recall to Forces if they discontinue such employment.

The same arrangements will apply to women, with the addition that married women will have priority over all others, if they so desire.

16th November. Another White Paper (Cmd. 6568) dealt with the **Re-Allocation of Man-Power between Civilian Employments during any Interim Period between the Defeat of Germany and the Defeat of Japan.**

The proposals in this Paper relating to men and women released or transferred from the Armed Forces broadly are :

Class A—(Those released according to age and length of service). During the period in which they are on paid leave following release, they will not be subject to the current labour controls, they will be allowed to exercise their reinstatement rights, restart their businesses or undertake further education and training. At the end of the period of paid leave they will be treated in the same way as other workers. This means that if they remain or become unemployed or wish to change their employment

they will be required to take work in accordance with current priorities and subject to the usual safeguards for appeal. But those who have obtained jobs during their period of leave will not be withdrawn from them.

Class B—(Those transferred for reconstruction work). They will be directed to work in the employments for which they have been released, their reinstatement rights being reserved during the period of direction. If they leave such employment they will be recalled to the Forces.

Other persons released from the Armed Forces, e.g. on medical or compassionate grounds, or on industrial grounds, will be treated broadly either like Class A persons or like Class B persons as the case may be.

In dealing with disabled persons whose disability handicaps them in relation to employment the main criterion will be the prospects of the permanent resettlement of the men and women concerned.

REINSTATEMENT IN CIVIL EMPLOYMENT

7th September, 1943. The Minister of Labour, Mr. Ernest Bevin, speaking at the T.U.C. Conference at Southport, said they must be fair to the men coming out of the Armed Forces as they had tried to be fair to those going in. That raised the vital question of reinstatement.

Under the National Military Training Act of 1939 every one who was called up was to have his job back. In the rush of the outbreak of war that same clause was transferred to the National Service Act, but left out the volunteers, and in that it did an injustice. He had been directed now to revise this, strengthen it, and to get machinery to help carry it out. He invited the General Council to co-operate wholeheartedly with him, as he knew they would, in working out this new plan for reinstatement, together with their opposite numbers on the employers' side. Whatever laws were made would be no good unless they got the same backing and honour in carrying out reinstatement as they had for mobilisation.

Reinstatement in Civil Employment Act

The result was the Reinstatement in Civil Employment Act, 1944, which received the Royal Assent on 21st March, 1944, and came into operation on the 1st August, 1944.

The Act applies to all men and women who after 25th May, 1939, entered upon a period of whole-time service in the Armed Forces, or in the equivalent Women's Services, respectively; and all men and women who after 10th April, 1941, entered upon a period of whole-time service in a Civil Defence force in consequence of an enrolment notice issued under the National Service Acts.

Except for those whose war service ended between 1st February, 1944, and 31st July, 1944, the rights under the Act accrue when the individual's war service ends. The rights are held in suspense during any period while a person is undertaking civilian work for which he was specially released from the Forces or which he is doing by direction or written request of the Ministry.

The main provision of the Act imposes an obligation on an employer to reinstate a former employee (to whom the Act applies) on the latter's application, subject to the condition that reinstatement is reasonable and practicable.

The applicant is to be reinstated in the occupation in which he was employed before the beginning of his war service and on terms and conditions not less favourable than those which he would have had in that occupation had he

not joined the Forces. If that is not possible the employer must reinstate him in the most favourable occupation and on the most favourable terms and conditions which are reasonable and practicable.

The reinstated person must be employed for a minimum of 26 weeks, or for so much of that period as is reasonable and practicable. The period of 26 weeks is extended to 52 weeks in cases where the previous employment was a continuous period of not less than 52 weeks.

The Act lays down certain tests for determining what is "reasonable and practicable" in respect of the above obligations, the effect of which is to give a preference to seniority in employment.

The Act lays down the procedure to be followed by an applicant for reinstatement rights and, among other matters, provides for Reinstatement Committees to be appointed to deal with disputes and for the enforcement of the orders of such Committees. An employer who terminates the employment of any person with intent to evade the provisions of the Act will be liable to penalties.

3rd February, 1944. In moving the Second Reading of the Bill, Mr. McCorquodale made it clear that it was only a limited measure and could not create employment.

"The Bill seeks to remedy existing anomalies [e.g. the omission in the earlier legislation to grant reinstatement rights to volunteers] and . . . to provide a workmanlike machine to carry out what we intend. . . . The Bill proposes to establish reinstatement rights to existing jobs. It is not . . . intended to create any new jobs or employment. . . . It is not a part, and is not intended to be a part, of any charter of full employment. . . . This is a limited measure, designed to define the priority of entry into certain jobs."

The principle of priority is that "the man whose employment with his former employer dates back longest is to have the prior right."

Mr. McCorquodale summed up the obligation under the Bill as "to restore to those concerned their position at the level and on the wages they would have expected had they never gone away." He mentioned that "the Government are prepared to accept obligations towards their former employees similar to those imposed on other employers under this Bill."

14th March. Moving the Second Reading in the House of Lords, the Earl of Munster said that "consultations with both sides of industry have shown that full co-operation for a scheme based on the lines of this Bill can be assured."

He re-emphasised that the Bill is "only of a temporary character," that "it does not touch the more fundamental issues of any future economic policy," and that it "has a limited objective," though "one of great importance to all men and women serving in the Armed Forces, who have . . . expected that Parliament would make . . . provision to ensure their reinstatement in their former civil occupation."

[A leaflet explaining the provisions of the Reinstatement in Civil Employment Act, 1944, has been issued by the Ministry of Labour and National Service (R.E.L.I.).]

Resettlement of Disabled Ex-Service Men in Retail Business

26th September, 1944. The President of the Board of Trade, Mr. Dalton, made a statement on this subject.

"I have decided that in future a disabled ex-Service man, who was formerly a retailer shall be granted a licence to open a shop in any area or

line of business, provided that the granting of a licence in an area, other than than that in which he used to trade, would not prejudice the interests of others on the Board of Trade register [of retail traders who have been forced to close their business on account of the war]. Disabled ex-Service men, who were not formerly retailers will be treated in the same way, except that the licensing Committees will consider, with the advice of the Ministry of Labour, whether . . . retail trade affords good prospects for the applicant. I have . . . invited the British Legion to nominate a representative on each of these licensing committees. All ex-Service men on the Register, at the end of the war, will, on their return to civil life, be granted licences automatically to reopen their former businesses."

Financial Aid to Ex-Service Men and Women to Restart Business

15th November, 1944. In a Debate on the release of man-power from the Forces based on the White Paper (Cmd. 6548) mentioned above, Mr. Bevin said : another " scheme which we are discussing and which is not yet complete . . . is for financial aid to ex-Service men and women who wish to restart in their own business, or resume work on their own account, and can show that they need assistance to do so. As soon as that scheme is complete it will be announced to the House."

RESETTLEMENT ADVICE OFFICES

29th June, 1944. Mr. Bevin announced the Government's intention to establish a special service for advising men and women released from war service on matters relating to their resettlement in civil life.

Mr. Bevin said : "The Government have decided that a special service, under the control of the Ministry of Labour and National Service, shall be set up for this purpose. I am accordingly making plans to establish *Resettlement Advice Offices*, as an extension of the existing service given by the Department in all parts of the country. The function of these offices will be to give advice and information to all men and women released from the Forces or from other forms of war service, and to render every possible assistance to them in dealing with their resettlement problems. By providing these centres, at which such persons may seek assistance whatever their requirements may be, we intend not only to help them to solve their difficulties but also to save them avoidable journeys and inquiries. The work of these offices will be dovetailed in with that of my outside Welfare Officers and will be co-ordinated with that of the voluntary organisations."

11th July. The Joint Parliamentary Secretary to the Ministry of Labour, Mr. Tomlinson, said : "It is at present contemplated that Resettlement Advice Offices should be established in every town in which there is an Employment Exchange and should be controlled regionally."

FURTHER EDUCATION AND TRAINING

Education and Training after Demobilisation

25th March, 1943. Mr. Bevin announced a Further Education and Training Scheme for Demobilised Members of the Forces and other war workers.

The scheme is to provide financial assistance to enable suitably qualified men and women, on demobilisation, to undertake the further education or training, which their war service has interrupted or prevented.

"The aim of the scheme is to replenish the supply of persons qualified to fill responsible posts in the professions, industry—including agriculture—and commerce. It is intended to cover training in professional, commercial and industrial concerns as well as courses at universities, technical colleges and training colleges. . . .

The scheme is primarily intended for His Majesty's Armed Forces and their auxiliary and nursing services, together with the Merchant Navy, Police Auxiliaries, full-time Civil Defence Personnel and Civil Nursing Reserve. A certain number of places will, however, be available for suitable candidates whose further education or training has been similarly prevented or interrupted by employment in other work of national importance.

Facilities of the kind which will be made available on general demobilisation will be afforded at once to suitable applicants who have been discharged on medical grounds from their war service and who are not required by the Ministry of Labour and National Service to undertake other forms of national service."

An **Inter-departmental Committee on Further Education and Training**, under the Chairmanship of Lord Hankey and including representatives of the universities, has been appointed "to ensure that the educational and training arrangements are closely related to the prospects of employment at home and abroad, and to secure co-ordination between the facilities to be provided outside and inside the Services."

The Appointments Department of the Ministry of Labour and National Service will assist persons with qualifications for the higher posts in the professions, industry and commerce, to find opportunities of suitable employment during the period of resettlement after the war.

An independent **Committee on Higher Appointments**, also under the Chairmanship of Lord Hankey, will advise the Minister on the best methods of securing close co-operation with appropriate professional, industrial and business organisations and the education authorities.

A leaflet outlining the scheme was issued by the Ministry in April, 1943 (P.L. 120/1943).

15th July, 1943. Mr. Bevin announced the personnel of the Committee on Higher Appointments, with the following terms of reference :

"To consider and report upon the arrangements which should be made to facilitate the employment after the end of hostilities of men and women qualified to undertake responsible work in the professions or elsewhere, with particular reference to (a) the organisation, premises and staff of the Appointments Department of the Ministry of Labour and National Service ; and (b) the arrangements which should be made for co-operation between the Appointments Department and other organisations and institutions (including professional, industrial and commercial organisations) and universities at home and abroad."

9th February, 1944. Mr. Bevin mentioned that "some 1,170 applications have already been received under the Further Education and Training

Scheme." He added that "assistance will be given under the scheme in appropriate cases to persons whose educational training was of a part-time nature."

13th July, Mr. Bevin stated that he had received the Report of Lord Hankey's Committee on Higher Appointments. "I am at present studying the numerous and far-reaching recommendations made by the Committee. I cannot at present make any statement as to publication."

Industrial Training of Non-Disabled Men and Women

6th April, 1944. Mr. McCorquodale announced the Government's proposals for the industrial training of men and women whose careers have been interrupted by war service.

"As part of the resettlement scheme and as a means of furthering the supply of skilled workers in industry to meet abnormal deficiencies in the post-war period, industrial training will be introduced to assist men and women released from war service who are in need of a course of training to enable them to obtain employment of a kind likely to lead to permanent resettlement, having regard to their capacity and to the estimated probable needs of industry. In order to provide opportunities for those who are the last to be released from the Forces, the training scheme will be continued until the end of the demobilisation of persons who have served during the period of hostilities. The scheme will apply to men and women released from the Armed Forces, Merchant Navy, Civil Defence Services, National Fire Service, Police Auxiliaries and Civil Nursing Reserve and to persons whose war service has been on other types of work of national importance including industrial work. In administration of the scheme special care will be taken to ensure that men and women who have served in the Armed Forces and are eligible for training under the scheme receive their training as early as possible after release from the colours, and if, at any time, the facilities for training are insufficient to meet the needs of all applicants without delay, men and women released from the Forces or from the Merchant Navy will, in general, be admitted first.

For those within the scope of the scheme the broad conditions of eligibility will be :

- (1) that a period of full-time service in work of national importance has been served during the war ;
- (2) that by reason of such service the person concerned has either :
 - (a) been unable to start or complete training for a skilled occupation, or
 - (b) suffered interruption in the following of his occupation ;
- (3) that he is in need of a course of training to enable him to obtain employment of a satisfactory kind having regard to his general capacity.

The training will be given in Government Training Centres . . . in Technical Colleges, or in other educational institutions. During training, adequate allowances including supplementary allowances in respect of dependants, will be paid. The allowance will be the same irrespective of the trade for which the individual is being trained. Arrangements will also be made, where appropriate, for training in employers' establishments under suitable financial arrangements. Training in agricultural occupations will be provided by the Departments of Agriculture.

The detailed application of the training scheme to the different industries will be worked out in full consultation with the representative organisations of employers and workpeople concerned. The Government's proposals for training adults for the building and civil engineering industries after the war have already been announced (Cmd. Paper 6428)* and the details are under discussion with representatives of the industries. The educational and vocational training given inside the Services will, as far as possible, be co-ordinated with the training to be given, after release from the Forces, under the scheme set out above."

Education and Training Before Demobilisation

25th March, 1943. Mr. Bevin's statement on the Further Education and Training Scheme for demobilised persons also mentioned further education and training in the Services.

"It is intended that, so far as it is practicable and the exigencies of Service duties permit, corresponding opportunities for further education and training should be provided by the Service Departments during the period of resettlement before demobilisation is complete for men and women likely to remain in the Armed Forces for a substantial period."

One of the tasks of the Inter-departmental Committee, under the Chairmanship of Lord Hankey, is "to secure co-ordination between the facilities to be provided outside and inside the Services."

19th October. The Secretary of State for War, Sir James Grigg, announced the terms of reference of a Committee on education of the Army during the period of demobilisation as follows :

"To consider plans for providing educational and vocational facilities for the Army during the period of demobilisation, in order to give occupation and training to officers and men while they remain in the Army, with a view to their resettlement in civil life."

The Chairman is the Parliamentary Under-Secretary of State for War. "The Board of Education, the Central Advisory Council for Adult Education in His Majesty's Forces, the London County Council and the Ministry of Labour and National Service are represented in addition to the War Office."

13th December. The War Office announced that "in view of the ever-growing importance of education in the Army and the part it will play during the demobilisation period a **Director-General of Army Education** has been appointed to direct and co-ordinate the work done in the War Office Directorates dealing with education in the Army, and the Army Bureau of Current Affairs."

25th July, 1944. Sir James Grigg made a statement on training for employment before demobilisation.

"For a long period careful consideration has been given to the question of providing facilities for education and training inside the Army after the defeat of Germany, and to the need for co-ordinating the Army Education Scheme as closely as possible with the training plans described above." (Further Education and Training Scheme for Demobilised Members of the Forces and Industrial Training of non-Disabled men and women.)

* Training for the Building Industry, February, 1943. See under *Housing* below.

A Committee, with the Parliamentary Under-Secretary of State for War as Chairman, has considered this problem and has made recommendations. "The Army Council have given authority for active preparations to be started and have arranged for effective co-operation with the other Services, the Ministry of Labour and National Service, the Board of Education and the Scottish Department of Education."

The "general lines" of the scheme now under consideration include :

Facilities in each unit for personnel "to participate each week in some form of education for a definite number of hours in working or training time. . . .

The courses and practical occupations provided will in the main be general, but the subjects and activities more directly connected with vocations and trades will find a place. . . .

Plans to provide . . . a relatively small number of courses in preparation for professional and trade qualifications are being worked out. . . . All such arrangements for direct vocational preparation [are made] in full consultation with the Ministry of Labour and National Service.

Preparations . . . are proceeding as rapidly as can be expected during a period in which the strenuous prosecution of the war is the paramount consideration

The material needs of so considerable an educational scheme are now receiving attention. So far as restrictions allow, books and equipment will be made ready for use in advance.

A feature of the war-time Army Education Scheme has been its close collaboration with the universities, the adult education organisations and civilian education generally. . . .

The Army's education scheme is being devised . . . to enable those men and women who . . . will be required to continue in the Service for a time . . . to spend part of their time in preparing themselves for all the demands of active, democratic citizenship in a period of reconstruction."

7th October. The scheme for education in the release period has been prepared and is described in a War Office statement. "It aims at being sufficiently pliable to meet the great variety of circumstances, to provide for the needs of individuals, men and women, officers and other ranks, and at the same time to contribute to the morale and community spirit of an army in being."

Each man and woman will have from six to eight hours each week of compulsory education as part of the working time-table.

A broadly analogous scheme for the R.A.F. and W.A.A.F. has been announced by the Air Ministry (*The Times*, 3rd October, 1944.)

FURTHER APPRENTICESHIP

28th September, 1944. Mr. Bevin announced the Government's proposals for the renewal of apprenticeships interrupted by war service.

The persons eligible will be those whose apprenticeship to a skilled occupation has been interrupted by whole-time service in the Armed Forces; Merchant Navy, or Mercantile Marine ; Civil Defence Services ; National Fire Service ; Police Auxiliary ; Civil Nursing Reserve ; Women's Services ; or other work of national importance, including industrial work, provided they were

employed under arrangements made or approved by the Minister of Labour and National Service.

The **occupations** will be those in which before the war the practice was to require not less than three years' training.

A **time allowance** will be given in respect of war service.

State assistance will be provided in the form of (a) wages allowance—payable to the employer and designed roughly to bridge the gap between the industrial value of the apprentice's services and his actual needs, (b) maintenance allowance and (c) fees allowance—for training at a technical institution or training centre. These allowances will be payable up to a maximum of 104 weeks in the aggregate.

The **employer** will be required to pay the apprentice wages on a prescribed scale, which includes the wages allowance payable by the Ministry of Labour.

Preparation of Schemes. National Joint Industrial Councils, Trade Boards, and other joint bodies, representative of employers and workpeople in their respective industries or trades, will be invited to prepare schemes in consultation with the Ministry of Labour. Where there is no such joint body the Minister himself may prepare a scheme to cover an industry or trade.

OPENINGS FOR EX-SERVICE MEN AND WOMEN IN THE TEACHING PROFESSION AND THE CIVIL SERVICE

Teaching Profession

21st October, 1943. The President of the Board of Education, Mr. R. A. Butler, said : " The ordinary methods of recruiting teachers will not by themselves suffice to meet the needs of the immediate post-war period and the outline of a supplementary scheme designed to attract to the teaching service men and women demobilised from the Forces and other forms of national service has been discussed with representatives of local education authorities, teachers, training colleges and university training departments. . . . The scheme . . . aims at providing training for several thousand additional men and women a year. The Service Departments have indicated their readiness to give me all possible facilities, when circumstances permit, to take in hand the selection and recruitment of suitable candidates from the Forces. . . . "

11th November. " In the meantime, " Mr. Butler added, " special correspondence classes are being arranged under the Army Education Scheme for those desiring to prepare themselves for entry into the teaching profession. "

A leaflet entitled " Emergency Recruitment and Training of Teachers " was issued by the Board of Education in November, 1943.

It states that : " as soon as circumstances permit, a suitable statement and appeal will be circulated to the Forces and generally given the widest publicity. . . . "

The Service Departments have agreed to assist the Board by arranging facilities for Education Recruiting Officers to visit the troops in the Armies of Occupation, to give lectures and to conduct interviews on the spot. It has further been agreed that, if conditions allow, in conjunction with the Army Education Scheme, part-time training centres for those desiring to begin to prepare for the teaching profession pending their demobilisation may be organised abroad under the direction of the Board. "

20th January, 1944. The Parliamentary Secretary to the Board of Education, Mr. Chuter Ede, said: "The indications are that the response from the Forces is as good as could be expected with the little amount of stimulus that has been given. The proportion of people who are applying for post-war education and have announced that they will identify themselves with the teaching service is high."

Civil Service

17th January, 1944. The Chancellor of the Exchequer, Sir John Anderson, referred to the place of ex-Service men and women in the recruitment to the permanent Civil Service in the immediate post-war period.

"... The main source of recruits in the immediate post-war period should be from those who would have had an opportunity of competing for the Service in the normal course, but for the interruption of the war. . . . Every care must be taken, in making the necessary administrative arrangements, to ensure that men and women who have been with the Forces during the war should be at no disadvantage in competing with civilians, either as a result of the particular form their war service may have taken, or because their demobilisation may, in some cases, take place rather late. Any arrangements made for recruitment to the Civil Service immediately after the war should ensure that generous treatment is given to suitable candidates from the Forces"

17th November. In a White Paper on **Recruitment to Established Posts in the Civil Service during the Reconstruction Period** (Cmd. 6567) published on this date, the Government approve certain proposals in the Report of a Committee of the Civil Service National Whitley Council as giving effect to the above policy.

Under these proposals a substantial proportion of vacancies would be reserved for those ex-Service men who wish, and are qualified, to enter the permanent Civil Service of the Crown. The Government endorse the Committee's recommendation that of the vacancies available for the "reconstruction competitions" not less than 75 per cent. in the administrative class, 66 $\frac{2}{3}$ per cent. in the executive class, and 50 per cent. in the clerical class should be filled by suitably qualified ex-Service men, additional vacancies being reserved for ex-Service women. If ex-Service men and women obtain in free competition more vacancies than those reserved to them, they would be entitled to them.

The reconstruction competitions should extend over a period sufficient to give the last man released from the Forces or other war service as good a chance of competing as the first, and arrangements should be made to ensure that late entrants suffer no disadvantage in pay.

3rd August, 1944. The Foreign Secretary, Mr. Eden, made a statement on post-war recruitment for the senior branch of the Foreign Service, consisting of the former Diplomatic, Commercial Diplomatic and Consular Services.

"For the senior branch, it is intended, as soon as possible after hostilities with Germany cease and in the measure that the continued requirements of the general military situation permit, to enable candidates and particularly men now serving in the Forces, to offer themselves as competitors at a simplified 'reconstruction' examination such as it should be possible for them to take without special study. Particulars of these examinations, of which it is intended to hold a series at intervals during the two or three years after hostilities in

Europe, will be announced in due course by the Civil Service Commissioners, to whom intending candidates will then be invited to apply."

16th September. A statement issued by the Colonial Office referred to "the intention to make arrangements whereby, after the defeat of Germany, candidates from the Armed Forces or from among those employed on other forms of war work can be considered for appointment to the various branches of the Colonial Service, subject of course to the requirements of the military situation. Information about these arrangements will be made available to all those concerned when the time comes, and full details will be given respecting the wide variety of openings which will exist in the Colonial Service."

REHABILITATION AND RESETTLEMENT OF DISABLED PERSONS

Interim Scheme

An "Interim Scheme" for the Training and Resettlement of Disabled Persons was inaugurated in October, 1941 (Ministry of Labour and National Service leaflet P.L. 93/1941).

The object of the scheme was to help those who had suffered recent disablement, through war service or otherwise, to take up employment of a kind suited to their disability, and also to help those whose disability was of earlier date to play their part in the war effort.

The main features of the scheme were interviews in hospital to ascertain individual requirements, followed, if necessary, by special training.

An Inter-Departmental Committee on the Rehabilitation and Resettlement of Disabled Persons was set up in December, 1941, under the Chairmanship of Mr. George Tomlinson, Parliamentary Secretary to the Ministry of Labour and National Service. One of the terms of reference of the Committee was to make proposals "for the rehabilitation and training for employment of disabled persons not provided for by the Interim Scheme."

As a result of the Committee's recommendations and in the light of experience, the scope of the Interim Scheme has been extended. A leaflet issued by the Ministry of Labour and National Service in March, 1944 (P.L. 93/1944), described the various facilities then available for disabled persons under the scheme, including industrial rehabilitation, vocational training and sheltered employment for the seriously disabled.

Particulars of a Centre which has been opened at Egham for the industrial rehabilitation of men have been given in a Ministry of Labour and National Service leaflet issued in October, 1943 (P.L. 137/1943).

7th July, 1944. As an indication of what can be achieved by a system of rehabilitation, some figures given by the Minister of Pensions, Sir Walter Womersley, may be mentioned.

"Up to 1st April of this year, the Minister of Labour and National Service had interviewed 150,000 disabled persons in hospital, so that the question of employment should be considered before discharge. Particular care is also taken during hospital treatment, to rehabilitate the disabled man and make him as fully able to work, in the medical sense, as possible.

The result has been remarkable. 35,000 of those interviewed were able to take jobs which they knew to be available, in most cases their old jobs,

and 88,000 were able to take up immediate employment without any training. . . . Of the remainder, 11,000 were found to require training which would fit them for full employment, and the total number of cases in which the question of employment presented great difficulty was not more than 2,231."

Inter-Departmental Committee

The main task of the "Tomlinson Committee," referred to above, was to make recommendations "for the introduction as soon as possible after the war of a comprehensive scheme for the rehabilitation and training of, and securing satisfactory employment for, disabled persons of all categories."

The Report of the Committee was presented in January, 1943 (Cmd. 6415).

It recommended that the scheme should be open to all disabled persons whatever the cause or the nature of the disablement. The proposals covered the field of medical rehabilitation ; post-hospital rehabilitation ; resettlement in suitable occupations ; employment under sheltered conditions for the more severely disabled ; employment of the blind and deaf ; provision to assist disabled persons to set up in independent occupations on their own account ; placing and follow-up work ; survey of occupations.

Disabled Persons (Employment) Act

This Act received the Royal Assent on 1st March, 1944.

The Act gives effect to the employment recommendations in the Report of the Inter-departmental Committee. It applies to all disabled persons, whether they have served in the Armed Forces or not.

The Act provides for :

- (i) Vocational training and industrial rehabilitation of disabled persons.
- (ii) Registration, on application, of persons handicapped by disablement. [The name of a 1914-18 disablement pensioner may be entered in the register without application.]
- (iii) An obligation upon employers of substantial staffs to employ a quota, varying with the particular trade or industry, of persons so registered.
- (iv) Designation of certain employments for the exclusive benefit, as vacancies occur, of registered disabled persons.
- (v) "Sheltered" employment by non-profit-making companies or associations, which may be aided financially by the State, for persons so seriously disabled that they cannot hope for employment under competitive conditions.
- (vi) Preference to be given to ex-service men and women if training or other facilities for disabled persons under the Act are at any time insufficient to provide for all persons in need of them.
- (vii) A National Advisory Council and district advisory committees to advise and assist the Minister in the administration of the Act.

The Act comes into operation on such day or days as His Majesty may by Order in Council appoint.

Such an Order was signed on 10th August, bringing into operation the sections, among others, relating to the matters noted at (i), (v), (vi) and (vii) above. The remaining sections, relating to the matters noted at (ii), (iii) and (iv) above, will come into operation at a later date.

The sections (2 to 5 of the Act) which provide for courses of vocational training and industrial rehabilitation now brought into operation, give statutory authority for the courses which have hitherto operated under the Interim Scheme, and will permit their development on a broader basis and with a view to the establishment of a permanent peace-time service (Ministry of Labour and National Service statement, 14th August, 1944).

10th December, 1943. Mr. George Tomlinson, the Chairman of the Inter-departmental Committee referred to above, moved the Second Reading of the Bill.

He said that in the Report of the Committee "an attempt was made for the first time to treat the subject of rehabilitation and resettlement as a single problem and a continuous process. Medical science and industrial knowledge and experience . . . might both be used and might be found complementary to each other. . . . Experience in the working of the Interim Scheme convinced us that this assumption was correct. . . ."

It has taught us :

- (a) that whatever the disability and wherever and however it may have arisen, "the first step to rendering assistance must be to convince the patient that help is possible, and, if the help can appear in the shape of a promise of economic independence by the patient's own efforts, it is doubly effective."
- (b) " . . . the value of *training for a new occupation* wherever the disability prevents return to the previous occupation. . . ."

The object of rehabilitation is "to fit a person for employment which he can obtain and keep in normal competition with his fellows. . . ."

As an example of what has been found possible—largely under the stimulus of the need for manpower—Mr. Tomlinson mentioned that "in no less than 27 categories of engineering the blind are being used to-day.

The Bill is based upon the principle that disability is a handicap, and not a barrier, to employment, and that the great majority of people ordinarily regarded as disabled are capable of useful and productive work. . . . There is need . . . to consider what the disabled persons can do rather than what they cannot do, and . . . on that basis, to create the greatest possible opportunity for the disabled to take their places in the ordinary economic life of the country. . . .

It is no part of the Bill to make provision for medical rehabilitation, which is part of a comprehensive medical service. . . . The Bill deals with such phases of rehabilitation and resettlement as are necessary *in addition* to medical treatment."

Winding up the Debate Mr. Bevin pointed out that the Bill will be complementary to the Factory Act and other Acts in the preventative field.

He considered the "Bill" an investment that "will add to the national income by many hundreds of millions" represented by additional "man-hours of production."

Mr. Bevin mentioned that when he first took office (in 1940) he found that "nearly 200,000 people had been written off . . . by local Committees as no good to society and a permanent charge on the Assistance Board. . . . Yet by measures of this kind (treatment and training) in this war that number had now been brought down to 18,000. . . .

This scheme is designed so that it can be fitted into the general pattern of subsequent legislation," such as the schemes for the National Health Service, etc.

4th February, 1944. Speaking on the Third Reading, Mr. Tomlinson stated that "arrangements will be made for a formal statement to be presented to Parliament each year, showing the number of registered disabled persons in the Government's employ and the percentage of this number to the total number of employees. . . . It will enable comparison to be made between the position of Government Departments and other employers who are subject to the statutory obligations."

Survey of Occupations

23rd March, 1944. Mr. Bevin said : "Some preliminary work has been done with a view to carrying out the recommendations of the Tomlinson Committee that my Department should undertake a survey of occupations suited to particular disablements. At the appropriate stage I shall seek the assistance of employers' and workers' organisations in completing the survey . . . [which] will extend to occupations of all kinds."

[A leaflet describing the facilities now available for disabled persons both under the Disabled Persons (Employment) Act, 1944, and in other ways, has been issued by the Ministry of Labour and National Service, P.L. 162/1944.]

ARMED FORCES AFTER THE WAR

2nd February, 1944. The Parliamentary Under-Secretary of State for War, Lord Croft referred in the House of Lords to the need of bringing the Services into the picture as part of our reconstruction programme.

"Whatever the size of the Services required may be, and it is generally admitted that they will be large, it is a factor of importance in the rebuilding of our country and it is therefore desirable that it should be taken into account in all measures for the replanning of our life in the post-war period in order that youth may be able to consider the Services as a career. . . .

The fatal habit of disbanding a large part of the machinery of defence after the war is won will certainly not be followed on this occasion. Defence has been proved to be of more importance than ease, comfort or opulence. . . . The permanent policy of natural defence rests with Parliament and for me or anyone else to make any declaration or prophesy at this stage as to the system of service upon, which Parliament will be called upon to decide would . . . be both premature and improper."

2nd March. Sir James Grigg referred to "the prospects of the post-war Army." He said : "In an examination of this problem there are many incalculable factors. Perhaps the only certainty is that, for many years, we shall be forced, in our own interests, and in the interests of world peace, to maintain considerable Armed Forces and that the Land Forces will have to play their part. It may also be taken as certain that the hard core of the Army will be a professional organisation having behind it considerable reserves. . . .

One of the first necessities is that the Army of the future should be a profession which attracts the best elements of our population, which offers also an honourable career, to all classes of the community, to almost every kind of intellectual training, to the technician and to the scientist alike. . . .

Advancement in the Service must be open to everyone who applies himself to its study. The monetary rewards must be sufficient, together with the intrinsic interest of the career, to attract a more than ample flow of recruits, whether for the commissioned or non-commissioned ranks. . . .

One matter I might perhaps mention specifically. We are considering carefully how best to associate scientists with the post-war Army. This war has shown how great a part science plays in modern warfare, and we cannot afford not to attract into the military organisation the best scientific knowledge and experience that our country can produce."

28th November. The Prime Minister said : " Plans for the reconstruction of the Army after the war are under active consideration in the War Office, and these include such matters as terms of service and the means of attracting men to enlist under regular engagements. The question of national service as the foundation of our military system is also being examined."

Royal Naval Scientific Service

8th September, 1944. The Admiralty announced that " to ensure the permanent provision for the Navy of the service which it needs in the fields of research, experimental design and development," the scientists and engineers engaged in these fields, " that is to say, broadly speaking, the personnel now enrolled in the Admiralty Scientific, Technical and Chemical Pools shall be reorganised as the **Royal Naval Scientific Service**.

The Head of the Royal Naval Scientific Service will be the Director of Scientific Research. . . .

It is intended that so far as security considerations permit, members of the R.N.S.S. should contribute to the discussions of the learned Institutions, thus enabling them to further the reputation of the Navy for high quality scientific and engineering work, and to contribute to advances in these subjects for the benefit of the nation as a whole."

Pre-Service Cadet Organisations

2nd August, 1944. The Deputy Prime Minister, Mr. Attlee, said : " It is the intention of His Majesty's Government to maintain the pre-service cadet organisations on a voluntary basis after the war. . . . The means of carrying out this intention in the post-war years are receiving close attention in the three Service Departments, but it is as yet too early to give the details of these plans."

The **Youth Advisory Council**—appointed to advise the President of the Board of Education on questions relating to the Youth Service in England—were requested in August, 1942, to consider the position of the Youth Service as an element in the educational system after the war.

Among other matters, the Council were asked to consider " what should be the future of the pre-Service training organisations."

In their Report, *The Youth Service after the War*, published 15th September, 1943, the majority of the Council were of the opinion " that after the war the general responsibility for the administration, direction and finance of the pre-Service training organisations be transferred to the Board (now Ministry) of Education and local education authorities, acting in close collaboration with the Service Departments."

A minority of the Council, however, wished to see maintained a closer connection with the Service Departments. They accordingly recommended

"that the organisations be administered after the war by their respective Service Departments through an Inter-Services Cadet Committee, with the Board of Education added as a fourth member or as an independent Chairman."

On 15th December, 1943, the Air Ministry had announced the appointment of Air Marshal Sir Leslie Gossage as Chief Commandant and Director-General of the Air Training Corps. The announcement stated that "this is a new post which has been created to mark and still further strengthen the close association between the Air Training Corps and the Royal Air Force, as well as to provide more favourable conditions for post-war development."

PARLIAMENTARY ELECTIONS—VOTING BY MEMBERS OF THE FORCES

A Committee on Electoral Machinery was set up in January, 1942, to consider, among other matters, whether improved methods and machinery for electoral registration can be devised "having regard especially to the circumstances likely to obtain in the period following the termination of hostilities."

The Committee was impressed with the need of securing that members of the Armed Forces should have effective facilities for exercising their voting rights, and of making the necessary arrangements well in advance in view of the probability that the first post-war General Election would find large bodies of the Armed Forces still posted in remote countries. Similar considerations apply to the Merchant Seamen.

Recommendations to achieve the above objects were included in the Committee's Report (Cmd. 6408), and effect was given to them in the Parliament (Elections and Meeting) Act, 1943, which received the Royal Assent on 11th November, 1943.

The Act provides for the compilation of a **service register** containing the names of electors who are members of the Armed Forces and Seamen. They will have facilities for voting by post or by proxy.

Section 10 of the Act lays down that every person appearing to be qualified to make a **service declaration**, which is a necessary preliminary to his name being entered in the service register, shall receive all reasonable instructions and assistance in making that declaration.

The duty of making arrangements for this purpose is, in the case of members of the Forces, laid upon the Admiralty, Army Council or Air Council, as the case may be; and in the case of seamen, on the Minister of War Transport.

Questions asked in Parliament have evidenced concern as to whether everything possible has been done to enable members of the Forces to have their names entered in the Service Register and to explain to them the procedure of voting by proxy.

2nd May, 1944. The Secretary of State for War, Sir James Grigg, stated the position.

He said: "that the machinery set up by the Army, and indeed by the three Services, for enabling officers and other ranks to be placed on the new Parliamentary Register is intended to carry out the provisions of the Parliament (Elections and Meeting) Act, 1943. . . .

"The Army is giving effective opportunity to soldiers to exercise their rights and indeed is doing a good deal to persuade them of the importance of

doing so. An Army Council Instruction, a Notice Board Information and a pamphlet explaining what is involved and what must be done was issued on 1st April to all units. In addition, a short article entitled "Your Vote and how to cast it," as a suitable subject for a talk, was included in issue No. 69 of the A.B.C.A. production "War." . . . Two talks have also been given by the B.B.C. on the subject. . . ."

20th July. The Speaker's Conference on Electoral Reform and Redistribution of Seats, in a letter to the Prime Minister (Cmd. 6543), "attached great importance to the exercise of the franchise by members of the Services and Merchant Seamen, and asked the Government to keep the whole matter under constant review. . . ."

29th July. A Home Office Statement, entitled *Guidance for Service Voters*, reminds men and women in the Forces and the Merchant Navy that "it lies in their own hands to make sure that they can exercise the right to vote which belongs to them as free citizens of a democracy." The statement gives instructions how they should proceed so as to be able to vote when an election is held, by proxy if overseas, or by post or in person if in the United Kingdom.

List of Documents in Order of Mention in Text

	<i>Net Price.</i>
Re-Allocation of Man-Power between the Armed Forces and Civilian Employment during any Interim Period between the Defeat of Germany and the Defeat of Japan, September, 1944. Cmd. 6548...	1d.
Re-Allocation of Man-Power between Civilian Employments during any Interim Period between the Defeat of Germany and the Defeat of Japan, November, 1944. Cmd. 6568	2d.
Reinstatement in Civil Employment Act, 1944. 7 and 8 Geo. 6 Ch. 15 ...	4d.
Reinstatement in Civil Employment Act, 1944. Ministry of Labour and National Service leaflet, R.E.L.1.	—
Further Education and Training Scheme. Ministry of Labour and National Service leaflet P.L.120/1943	—
Training for the Building Industry, February, 1943. Cmd. 6428 ...	1d.
Emergency Recruitment and Training of Teachers. Board of Education leaflet, November, 1943	—
Recruitment to Established Posts in the Civil Service during the Reconstruction Period, November, 1944. Cmd. 6567	4d.
Report of Inter-Departmental Committee on the Rehabilitation and Resettlement of Disabled Persons, January, 1943. Cmd. 6415 ...	9d.
Interim Scheme for the Training and Resettlement of Disabled Persons, October, 1941. Ministry of Labour and National Service leaflet, P.L. 93/1941	—
Training and Resettlement of Disabled Persons, March, 1944. Ministry of Labour and National Service leaflet, P.L. 93/1944 (Revised) ...	—
Egham Centre. Industrial Rehabilitation for Men, October, 1943. Ministry of Labour and National Service leaflet P.L., 137/1943 ...	—
Disabled Persons (Employment) Act, 1944. 7 and 8 Geo. 6 Ch. 10 ...	4d.

Training and Resettlement of Disabled Persons. Ministry of Labour and National Service leaflet, November, 1944. P.L. 162/1944	...	—
Employment Policy, May, 1944. Cmd. 6527	... ..	6d.
The Youth Service After the War. A report of the Youth Advisory Council, 1943	... ..	6d.
Report of the Committee on Electoral Machinery, December, 1942. Cmd. 6408	... ..	9d.
Parliament (Elections and Meeting) Act, 1943. 6 and 7 Geo. 6 Ch. 48	...	9d.
Conference on Electoral Reform and Redistribution of Seats. Letter dated 20th July, 1944, from Mr. Speaker to the Prime Minister. Cmd. 6543	... ..	1d.

Selected Pamphlets

The British Legion, with its special knowledge of the problems of resettlement has published several reports. These, with studies by some of the political parties and P.E.P. of the problems of demobilisation and resettlement, are listed below.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
British Legion.	Interim Report on Training and Employment of Disabled Men (December, 1941).	Cardigan House, Richmond Hill, Surrey.
British Legion.	Interim Report on Demobilisation, Training and Employment of Fit Men (May, 1942).	Cardigan House, Richmond Hill, Surrey.
British Legion.	Interim Report on Women (March, 1943).	Cardigan House, Richmond Hill, Surrey.
British Legion.	Interim Report on Education (December, 1943).	Cardigan House, Richmond Hill, Surrey.
Communist Party.	Demobilisation. How should it be done? (February, 1944).	16 King Street, W.C.2. Price 2d.
Conservative Party.	"Looking Ahead"—Demobilisation and Resettlement. First Interim Report (September, 1943).	24 Old Queen Street, S.W.1. Price 6d.
Liberal Party.	Demobilisation—Proposals for a practical and speedy demobilisation policy for the nation. (January, 1944).	Liberal Publication Department, 8 Gayfere Street, S.W.1. Price 4d.
Political and Economic Planning.	Demobilisation and Employment (September, 1944).	Europa Publications Ltd., 39 Bedford Square, W.C.1. Price 1/-

C.—CIVIL AVIATION

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CIVIL AVIATION AN INTERNATIONAL PROBLEM

"The whole question of the development of civil aviation must depend upon international arrangements" (Lord Cherwell, 13th July, 1943).

"We cannot decide our national set-up until the international organisation of civil air transport has been settled" (Sir Archibald Sinclair, 14th March, 1944.)

Informal and exploratory conversations on Civil Air Transport took place at a Conference with the Dominions and India in October, 1943. These were followed by consultations between representatives of the British and United States Governments in April, 1944, in preparation for an international conference on civil aviation.

54 nations took part in this international conference which opened in Chicago on 1st November, 1944.

Thus, post-war civil aviation belongs to the wider field of international reconstruction, which is beyond the scope of the present survey. The subject is considered here from the domestic angle, primarily in its bearing on post-war employment in this country.

MINISTERIAL RESPONSIBILITY FOR CIVIL AVIATION

On 8th October, 1944, it was announced from 10 Downing Street that Viscount Swinton had been appointed Minister of Civil Aviation.

The purpose of the appointment of Lord Swinton as Minister of Civil Aviation is to enable a Minister of Cabinet rank to devote his whole time to carrying forward the work of planning in the field of civil aviation, particularly in its International and Imperial aspects.

Previously the responsibility for civil aviation had rested with the Secretary of State for Air (Sir Archibald Sinclair) under statutory authority, and legislation will be necessary to separate the functions of the two Ministries.

Responsibility for the co-ordination of post-war civil air transport policy under the War Cabinet had, from October, 1943, rested with the Civil Air Transport Committee, presided over by the Lord Privy Seal (Lord Beaverbrook). "The Civil Air Transport Committee . . . has now completed its inquiries and tendered its report" (Prime Minister, 3rd October, 1944).

"The particular responsibility . . . of seeing when we can switch over design capacity from combat to civil types . . . is one for the Ministry of Aircraft Production" (Captain Balfour, Joint Under-Secretary of State for Air, 17th December, 1942).

THE GOVERNMENT'S POSITION

Although the Government's plans for civil aviation cannot be announced pending international decisions, the subject has long been receiving the close attention of the Government and their general attitude has been defined.

Few subjects have more frequently occupied the attention of Parliament in the last two years than the future of civil aviation. Between December, 1942, and October, 1944, there have been 9 Debates on the subject in the House of Lords and 7 in the House of Commons, as follows :

House of Lords	House of Commons
10th February, 1943.	17th December, 1942.
11th March, 1943.	11th March, 1943.
15th April, 1943.	14th April, 1943.
12th May, 1943.	1st June, 1943.
13th July, 1943.	14th March, 1944.
20th October, 1943.	3rd August, 1944.
19th January, 1944.	20th October, 1944.
10th and 11th May, 1944.	
12th October, 1944.	

17th December, 1942. In the first of the above Debates, the Joint Under-Secretary of State for Air, Captain Balfour, stated the Government's position :

"There is a universal acceptance of the importance of air transport for our national future. There is no question about that. . . . But . . . during the war the extent of our support to civil aviation has had to be measured by its contribution to the war effort. . . .

The Government want to go ahead wherever possible. We must look at post-war civil aviation in a big way. *It is one of the major tasks of national reconstruction. . . .*

Although we cannot divert any large amount of designing staff to the preparation of purely civil types . . . nevertheless we can now start thinking and planning without detriment to our war effort, and this we are doing."

19th January, 1944. The Lord Privy Seal, Lord Beaverbrook, said : "It is our intention that the Government shall take a full measure of responsibility for the development of civil aviation when the war comes to an end. . . . To the performance of the task we shall bring the vast knowledge of the air and of the aeroplane which Great Britain has acquired. . . . We have exhibited the most remarkable capacity for design and development of new types of aircraft. We have manifested the highest degree of engineering skill in bringing production to a state of efficiency."

Lord Beaverbrook instanced the launching in the United States of America by our engine manufacturers, "in the very darkest days of the war . . . [of] the most famous engine in all the world, the Rolls-Royce Merlin.

. . . The aircraft industry in Great Britain, which served us so well in the hour of our greatest peril, is capable of performing, when peace comes, a programme of design, development, and production of civil aircraft which will not disappoint the highest hopes of those of us who believe in the dazzling future of civil aviation throughout the Empire."

10th May. Lord Beaverbrook added : " We are committed to the pursuit of an efficient and enterprising civil aviation and . . . to the furthest expansion of British air transport that the conditions in this country and the Empire will permit. . . ."

PREPARATIONS FOR LONG-TERM POLICY

Meanwhile, preparations are in hand for the post-war period.

"An Inter-Departmental Committee was appointed in August, 1941, [under the Chairmanship of Lt.-Col. Sir Francis Sheldermine, Director General of Civil Aviation] to make recommendations as regards the reconstruction, organisation and development of civil aviation after the war. This Committee submitted an Interim Report in January [1942]" (Sir William Jowitt, 18th November, 1942). The report has not been made public.

11th May, 1944. Lord Beaverbrook stated : " So far as long-term policy for civil aviation is concerned, the Air Ministry have under review the form of organisation, the planning of routes, and questions of aerodromes, equipment and ground organisation. These questions are now in an advanced stage. . . ."

DESIGN FOR CIVIL AIRCRAFT

First Brabazon Committee

10th February, 1943. The Joint Under-Secretary of State for Air, Lord Sherwood, gave the information that " a small technical Committee has been set up under the Chairmanship . . . of Lord Brabazon, to inquire into the question of the development of types of aircraft for civil aviation. . . . The Committee have taken evidence from the industry, from the British Overseas Airways Corporation and from distinguished technicians, and they have carefully reviewed all the latest developments. They have had the benefit of advice from senior officers with recent experience of these problems. The Committee have worked at high pressure, and their Report was handed to the Secretary of State for Air and the Minister of Aircraft Production yesterday [9th February]."

17th February. Sir Archibald Sinclair said that the Report of the Brabazon Committee cannot be published.

11th March. Lord Cranborne in the House of Lords, and Sir Archibald Sinclair in the House of Commons, made statements on the action contemplated as a result of the recommendations of the Brabazon Committee.

Sir Archibald Sinclair said : " The War Cabinet have . . . taken the decision that the design of a limited number of types of civil aircraft shall proceed with the assistance of the Government as and when it can be arranged without interfering with work on aircraft required for the war. The resources of the British aircraft industry in design staff are limited, and it is only by the

unceasing efforts of the designers that British technical superiority over the enemy in military types has been and will in the future be maintained. However, we shall, in association with the industry, do our utmost to organise design staffs of the high calibre required, so that they may start without delay on the design of some, at least, of the new types recommended and on conversion work."

1st June. The Deputy Prime Minister, Mr. Attlee, said that "as a result of that decision . . . the Minister of Aircraft Production has initiated consultations between his Department and the principal aeroplane constructors to see what can be done to advance the matter, without impinging in any way on the war effort." Mr. Attlee gave the further information (i) that "it has been possible to allocate the different design jobs for some four types of planes to certain firms . . ." and (ii) that "certain other arrangements are in hand for the adaptation of existing types for civil service, as was also recommended by the Brabazon Committee."

3rd November. The Minister of Aircraft Production, Sir Stafford Cripps, said: "A start has been made with designs for aircraft and the matter of engines is now receiving attention."

Second Brabazon Committee

1st December, 1943. Sir Archibald Sinclair gave information about a second Committee under the Chairmanship of Lord Brabazon.

"The functions of the earlier Committee . . . were, in the main, to recommend in broad outline, and confidentially, what new types of civil aircraft were required for the post-war period and what types of military aircraft could suitably be converted to meet civil needs when the war came to an end."

The Committee concluded its labours with great expedition. "The firms to which the types were allotted are already engaged on the preliminary stages of the design work."

Thereafter, Lord Brabazon accepted "the Chairmanship of another Committee, also advisory in character, whose task it is to prepare, with due regard to traffic needs and economy of operation, a list of requirements for each type in sufficient detail to enable design and development to proceed beyond the preliminary stage. The work of this Committee is thus an extension of that of the earlier Committee, and I am glad to say that equally good progress is being made."

14th March, 1944. Sir Archibald Sinclair reported progress.

"It was just over a year ago that I announced in the House the Government's decision that work should proceed, so far as preoccupation with the war would allow on the design of a limited number of aircraft for civil use and on the adaptation for civil use of aircraft which had already proved themselves in war time. Considerable progress has been made with this work. Two committees have been established under the chairmanship of Lord Brabazon. The first Committee recommended the design of five new types of aircraft and considered that at least four of our war time military aircraft would be suitable for civil use with varying degrees of modification."

In the latter class, Sir Archibald Sinclair mentioned the Avro York, a military transport version of the Halifax bomber, the Short Sunderland and

the Avro Tudor, and added that he hoped "that it may be possible to construct civil versions of other types as time goes on."

As to the new types recommended by the first Brabazon Committee, Sir Archibald Sinclair said : "The Minister of Aircraft Production, after taking into account the military commitments of the industry, found it possible . . . to select designers for four out of the five. . . . I . . . asked Lord Brabazon to preside over a second Committee to undertake the task of drawing up a detailed list of requirements for each type. . . . In the course of its review it has recommended the design of two new types additional to the original five. All these recommendations I have accepted."

3rd August. Captain Balfour, referring to the progress made with civil types of aircraft, announced a further important step.

The rate of progress was limited "by larger military commitments, not as regards labour so much as drawing office staff." The aircraft industry have a comparatively small drawing office staff, but our military requirements must be met.

"Except for designated types of major importance, *civil types are to have equal production priority with other designs.*"

TYPES OF CIVIL AIRCRAFT

19th January, 1944. Lord Beaverbrook referred to the progress made "in providing types of aircraft for civil aviation."

"These are . . . types suitable for civil aviation . . . which can be used . . . for military transport during the war."

Lord Beaverbrook mentioned two types of aircraft :

- (i) The **Brabazon** : "... All-up weight . . . more than 100 tons; with a speed of 250 miles an hour and a capacity for 50 passengers and 2 tons of mail. The airplane will be scheduled to cross the Atlantic in 15 hours. The design . . . has been begun, and the prototypes are actually on order. . . ."
- (ii) The **Tudor** : "... All-up weight . . . about 32 tons . . . cruising speed . . . 220 miles per hour. . . . The journey over the North Atlantic in winter as well as summer, with 12 passengers and luggage, will be an easy flight. . . . Its design is already in hand. The prototypes will be brought out as soon as possible."

19th January. On the same date the Parliamentary Secretary to the Ministry of Aircraft Production, Mr. Lennox-Boyd, said that while preparations were being made for the construction of the types of civil aircraft recommended by the Brabazon Committee, "as a short-term expedient, certain bomber types are being converted for transport purposes so as to be immediately available for commercial work when their use in support of the war effort is no longer required. The Avro 'York' is an example."

14th March. As noted above, Sir Archibald Sinclair mentioned that the first Brabazon Committee had recommended the design of five new types of aircraft, and that the second Brabazon Committee had recommended the design of two new types, all of which had been accepted. Sir Archibald Sinclair described these seven types.

- (i) "The big transatlantic landplane being designed by the Bristol Aeroplane Company." (The Brabazon).

- (ii) "A landplane of over 100,000 lb. all-up weight . . . capable of operating the North Atlantic route with an interim stop at Newfoundland . . . also . . . suitable for long-range operation on other trunk routes."
- (iii) "A slightly smaller four-engined aircraft, of about 70,000 lb. all-up weight . . . designed with a more capacious body than the previous one and . . . intended for the operation of truck routes in medium stages" (*The Tudor*).
- (iv) "A twin-engined landplane of about 40,000 lb. all-up weight . . . capable of seating about 30 passengers . . . suitable for European service and other short-medium range work."

These four types will be pressurised.

- (v) A "revolutionary" type representing "the application to civilian purposes of jet propulsion. Its speed will far out-class that of any civil machine now in operation."
- (vi) "A landplane of conventional design for which the . . . specification has not yet been drawn up. It will seat about 14 passengers and is intended for use on feeder lines in the Colonies and in other overseas countries. It will also be suitable for internal service in this country."
- (vii) "A smaller twin-engined landplane of 8,000 lb. all-up weight, seating up to eight passengers. It will also be suitable for feeder lines and taxi work."

10th May. Lord Beaverbrook said : " . . . We have a number of excellent designs for new types . . . but . . . progress is slow, and there have been setbacks caused by military priorities." He mentioned that "*The York* . . . in production on a small scale, and . . . giving excellent service . . . flew . . . 6,857 miles from the United Kingdom to Delhi in 32 hours flying time . . . carried a load of 4 tons."

CIVIL AVIATION AND EMPLOYMENT

13th July, 1943. On the subject of the amount of employment that a purely civil aviation could provide after the war, the Paymaster-General, Lord Cherwell, said : " While we all agree that we must look forward . . . to an immense expansion of civil aviation . . . we should not deceive ourselves about the number of aircraft which will be required and the amount of employment involved in their manufacture. Even if every single person leaving these shores travels by air, a fleet of something like 1,000 aircraft would be sufficient to carry them. In general, civil aircraft lasts a good many years, so that it does not take a statistician to work out to what degree the aircraft industry will have to contract if it has to depend for its orders on civil aviation."

20th October. Lord Beaverbrook expressed his belief " that newspapers will be carried after the war to an increasing extent by aeroplane . . . and that the carrying of mail will exceed even the development in the number of passengers, so that, plainly, civil aviation is likely to grow very fast."

At the same time he uttered a warning that his estimate of 2,000 aeroplanes in Great Britain engaged in civil aviation—or 1,000 as given by Lord Sherwood—will not " enable the civil aeroplane requirements to take up and occupy the slack in manufacturing enterprises when the building of war planes comes to an end."

19th January, 1944. On the subject of how many aircraft we shall need, Lord Beaverbrook said : " I set down the figure of 2,000 aircraft as a tentative proposal (20th October, 1943) but I cannot really suggest any figure. . . ."

10th May. Lord Beaverbrook said : " We shall do all we can to promote our own supplies of aircraft for civil aviation, *for our purpose must be to provide opportunities for the aircraft industries in Britain.*"

" . . . The production of new aircraft is not the whole story on the industrial side of civil aviation. There is also the continuing need to provide spares and equipment for airfields. . . . We must have adequate radio apparatus and radio apparatus offers an immense field for manufacturing enterprise. . . . Installations in aircraft and on the ground open up real prospects for a big new industry. . . .

" Then again, we must sustain our position in the production of engines . . . Britain . . . is the home of the liquid-cooled engine. . . ."

12th October. Lord Beaverbrook stated that " the main purpose of the new Aviation Minister [Lord Swinton] will be to provide conditions affording the greatest amount of employment in civil aviation and the aircraft factories."

AIRFIELDS

9th June, 1943. Sir Archibald Sinclair said that " well developed airfields . . . will be made available both for our overseas and our internal air services after the war. It is not, however, possible at this stage . . . to determine the position of particular airfields in the post-war organisation of civil air transport. Meanwhile, the technical problems involved are being closely and actively studied."

15th December. Lord Sherwood stated that " all the airfields which are now being constructed are . . . being constructed for the war . . . but in planning our war-time airfields, especially those near large centres of population, we have had in mind, so far as military considerations allow, the needs of peace, and a chain of airfields has been provided which should go far to satisfy the requirements of post-war civil air transport."

14th March, 1944. Sir Archibald Sinclair gave further details. " We have looked as far into the future as possible and considered the length of runways and other characteristics which airfields of the future must have. We have set out our ideas in a special pamphlet. . . . We have sent it to aircraft constructors, operators, and aerodrome owners, and to the pilots themselves, so that they will let us know what they think of it. When we have had their contributions, we will put the pamphlet on sale, and I have no doubt that a pamphlet like this, epitomising the most up-to-date and most authoritative opinion, will be the foundation of airfield planning in this country. . . . We have been looking at the existing airfields in this country to see which of them should be developed for the routes in future. This means not only inspecting each airfield, but the surrounding country as well. We have got a long way with our survey. Thus we shall start after the war with an airfield system which was planned . . . to take advantage of all developments which the best brains and greatest experience could foresee."

Sir Archibald Sinclair said that " we need fine airports built for Transport Command, and in planning such airports we shall certainly have in mind the possibility of extension to the still ampler scale which will be required for international air transport after the war," but he added that " any project which we have in mind now is a project solely for war purposes."

3rd August. Captain Balfour referred to airport policy.

"We shall need only one or two terminal airports, and a number of emergency landing grounds for use in bad weather. I think the Government will have to assist in the provision of terminal airports, and that is being kept in mind.

"As regards . . . an aerodrome not far from London . . . that aerodrome is being made for . . . military transport purposes. . . . As and when, after the war, we decide what airports are to be used for civil purposes, all suitable airports and their possibilities will be surveyed and the best one chosen."

27th September. Sir Archibald Sinclair gave the information that "there were 42 established municipal aerodromes in this country at the outbreak of the war. Since that date . . . inquiries have been received from 15 municipalities which are planning to reserve or develop sites for this purpose."

AERONAUTICAL SCIENCE AND RESEARCH

School of Aeronautical Science

13th July, 1943. Lord Cherwell announced that "the Government have asked the Aeronautical Research Committee to explore the possibility of founding a school of aeronautical science. . . . In principle, I understand that the Committee . . . has agreed to the desirability of some such institution, and we hope to receive a preliminary report in the course of the next few weeks. . . .

We also hope that, when we have carried the subject a little further, we shall be able to explore, with the Governments of the Commonwealth and the Empire, the possibility of making this proposed institution a great imperial venture."

1st December. The Minister of Aircraft Production, Sir Stafford Cripps, said that the Aeronautical Research Committee had made a report, "the main recommendations of which have been approved in principle by the Government." He added that he had appointed an Inter-Departmental Committee under the Chairmanship of Sir Roy Fedden to make proposals for the establishment of a School of Aeronautical Science. The terms of reference were :

"To prepare and submit to the Minister of Aircraft Production detailed proposals for the establishment of a school of aeronautical science within the general framework of the recommendations of the Aeronautical Research Committee in their report of 10th August to the Minister."

18th October, 1944. Sir Stafford Cripps announced that "Sir Roy Fedden's Committee had recently reported and has recommended the setting up of a College of Aeronautics to give advanced instruction in aeronautical science and engineering in all branches. It is further recommended that the college should be administered under the Minister of Education by a governing body representing the various interested sections of the community It is suggested that a start should be made as soon as possible in temporary accommodation.

The Government has accepted in principle the recommendations of the Committee and . . . premises for temporary adoption are being made available by the Air Ministry. . . . The suggested permanent site is also under review."

4th November, 1944. The Report of the Inter-Departmental Committee entitled **A College of Aeronautics**, was published.

The estimated capital cost of the permanent College is £2,610,000 and the proposed net annual expenditure to be met by the Exchequer £360,000.

A temporary scheme at a capital cost of £400,000, with net annual expenditure of £200,000 is recommended, the establishment of the College being regarded as a matter of urgency.

Radio

17th December, 1942. Captain Balfour said that "the Ministry of Aircraft Production and the Air Ministry are working in close concert on various aspects of post-war civil equipment," such as "the application of war-time radio devices and radio aids to peace-time needs."

1st March, 1944. Sir Stafford Cripps said: "All the ways in which radiolocation might best be used for the assistance of post-war civil aviation have recently been discussed by technical and operational experts at a British Commonwealth and Empire Conference, and further investigations are proceeding."

Jet Propulsion

29th February, 1944. Captain Balfour said that "active work is going on with jet propulsion and . . . the most skilled and the most knowledgeable scientists are carrying on that task."

14th June. Lord Sherwood announced that the Government have taken over Power Jets Limited because "the development of gas turbine engines, or what is known as jet propulsion, has reached a stage when, if the nation is to receive the full potential benefit of this very revolutionary invention, it is essential that we should set up a permanent Government-owned research centre."

Lord Sherwood referred to the directive which the Minister of Aircraft Production has given the board of directors. The first clause of the directive is: "To act as the recognised national establishment for furthering, in collaboration with industry and the Services, the advancement of knowledge on the subject of gas turbine engines and their use in aircraft. . . ."

Lord Sherwood further mentioned that "The Minister has also set up a Gas Turbine Technical Advisory and Co-ordinating Committee under the chairmanship of Dr. H. Roxbee-Cox, who is chairman of this company. This Committee includes representatives of all the industrial firms directly engaged on gas turbine work for the Ministry of Aircraft Production, and it will be extended as necessary to cover any other interests involved."

AIR TRAINING CORPS

(See also under **Armed Forces—Pre-Service Cadet Organisations**)

15th September, 1943. In a speech to the City of London Squadron of the Air Training Corps, Sir Archibald Sinclair said that the uses of the Air Training Corps will not cease when the war is won.

"There will be great developments in air transport and air communications both at home and throughout the world. The British Commonwealth of Nations will have a tremendous part in the development of world-wide air transport routes.

This development after the war will offer a challenge to the youth of Great Britain hardly less urgent than the challenge of war. There will be opportunities for young men not only in the operation of aircraft as captains, navigators and engineers, but in all the ancillary trades and industry connected with air transport—at the airports, at radio stations and transit depots. . . .

In war the Air Training Corps has unlocked the door of service with the Royal Air Force to the youth of Britain—in peace it will hold the key for many of you to a career of high adventure in the service of mankind."

15th January, 1944. Captain Balfour, speaking at the opening of the A.T.C. Wing House at Croydon said : " The A.T.C. has a future assured to it from the declaration that it shall continue after the war. We are now studying and planning what the shape and size of the post-war corps shall be. There are the same two foundation rocks for the post-war set up as for war. First, that . . . the corps must be organised on a nation-wide scale, and secondly, that it shall retain its essential purpose, which is to serve the R.A.F. with the best which is there." (*The Times*, 17th January, 1944).

Document

A College of Aeronautics. Report of the Inter-Departmental Committee on the establishment of a School of Aeronautical Science, 19th July, 1944. Net price 2/-.

Selected Pamphlets

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Air League of the British Empire.	Post-War Air Transport (November, 1943).	Kinnaird House, 1a Pall Mall East, S.W.1
Association of Municipal Corporations.	Post-War Civil Aviation. Report of the Municipal Aerodromes Committee (April, 1944).	Palace Chambers, Bridge Street, S.W.1.
Four Conservative Members of Parliament.	Air Transport Policy (August, 1943).	Robert Spicer, House of Commons.
General Council of British Shipping.	Air and Sea Transport (8th January, 1943).	Bury Street, St. Mary Axe, E.C.3.
Independent Committee on the future of Civil Aviation.	First Report of an Independent Committee on the Future of Civil Aviation (May, 1943).	Major K. M. Beaumont, D.S.O., 380 Gresham House, Old Broad Street, E.C.2
Independent Committee on the future of Civil Aviation.	Second Report (May, 1944).	Major K. M. Beaumont, D.S.O., 380 Gresham House, Old Broad Street, E.C.2.
Joint Air Transport Committee of The Association of British Chambers of Commerce, The Federation of British Industries, and The London Chamber of Commerce.	Air Transport Facts : 1, March, 1943. 2, April, 1943. Statements : May, August and October, 1943 ; March, 1944.	69 Cannon Street, E.C.4.
Labour Party.	Wings for Peace. Labour's Post-War Policy for Civil Aviation (April, 1944).	Transport House, Smith Square, S.W.1.
Society of British Aircraft Constructors.	The Future of British Air Transport (June, 1943).	32 Savile Row, W.1.
Southampton Harbour Board.	A Scheme for a Sea Aerodrome and Air Base combined with a Land Aerodrome at the Port of Southampton (December, 1943).	The Clerk to the Board, Harbour Offices, Town Quay, Southampton.

Price 4d.

D.—EDUCATION

[*See also Notes on the Educational Reconstruction Bill Introduced into the House of Commons, 15th December, 1943, Q.4829, dated 14th December, 1943.*]

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THE EDUCATION ACT

Introductory

The Education Act, 1944, which received the Royal Assent on 3rd August, 1944, brings on to the Statute Book the first of the Government's major measures of social reform.

From an early stage of the war, in spite of air bombardment and threat of invasion, the foundations of this great reform were being laid.

Speaking at Oxford on 2nd January, 1941, Mr. H. Ramsbotham (now Lord Soulbury), then President of the Board of Education, said now was the time to lay plans for great and far-reaching reforms in Post-primary education

covering the years 11-18. He and his advisers were giving deep and careful thought to this problem.

Addressing the London Branch of the National Union of Teachers on 12th May, 1941, Mr. Ramsbotham said : " Discussions . . . will be necessary with representatives of authorities and of the teaching profession, but I have already indicated in previous speeches three main lines of advance to be undertaken as soon as possible after the war is over :

- (1) The raising of the school leaving age to 15 without exemptions.
- (2) The establishment of Day Continuation Schools.
- (3) The reform and expansion of our Secondary School system so that a secondary education of a type suitable to their varying capacities is made available for every child from the age of 11."

It fell to Mr. R. A. Butler, who succeeded to the Presidency of the Board of Education on 20th July, 1941, to carry on the discussions for which the way had been prepared by his predecessor in office.

16th July, 1943. Mr. Butler said : " Conversations covering the whole field of education have been proceeding during the last two years with representatives of the local education authorities, of the teaching profession, of the Churches and of other interests. . . . These discussions . . . have disclosed a strong general desire for the improvement of our education and a wide measure of agreement on the lines upon which it should be reformed. . . ."

Meanwhile some of the major reforms that were to find a place in the Act had been indicated by Government spokesmen. For example :

15th July, 1942. Lord Selborne said : " . . . The Government are considering these three very important steps—forthwith restoring the school leaving age to 15, then exploring the possibilities of extending the age to 16, and, thirdly, compulsory part-time education beyond that age."

Other subjects being considered were " the improvement in medical inspection of children . . . extending school meals and the provision of milk . . . easing the way for the poor scholar to the university, the improvement of technical education, the care of children under five. . . ."

14th October, 1942. Speaking in Wales, Mr. Butler said " the School Medical Service would . . . have to be extended to cover the period of adolescence."

22nd February, 1943. At Glasgow, he said : " I am determined that a scheme for continued education from 14 to 18 shall form part of the scheme which I am preparing."

21st March, 1943. The Prime Minister, in his Four-Year Plan gave a prominent place to " broader and more liberal " education, with " equal opportunities for all."

8th December, 1943. The Minister of Reconstruction, Lord Woolton, said in reference to the coming Education Bill : " This is really reconstruction in its essence, because here we are going to improve the chances of our young people to prepare themselves for the hard task with which their generation will be confronted. This is a fundamental step towards the reconstruction of the country after the war."

The White Paper on Educational Reconstruction

16th July, 1943. The Government's proposals for **Educational Reconstruction** were presented to Parliament in a White Paper (Cmd. 6458).

The Government's purpose in the proposed reforms is "to secure for children a happier childhood and a better start in life; to ensure a fuller measure of education and opportunity for young people and to provide means for all of developing the various talents with which they are endowed and so enriching the inheritance of the country whose citizens they are."

The plan would be brought into operation by stages, and would fit into the general picture of social reconstruction. The rate at which it would be possible to proceed would depend upon a sufficiency of teachers and the provision of new buildings and equipment. Within the period of the Four-Year Plan of social advancement foreshadowed by the Prime Minister it was hoped to complete the initial design of the future structure of a reorganised statutory scheme of full-time education, and to take the first steps in the programme of raising the school leaving age and of establishing a system of compulsory part-time education for young people up to 18.

The ultimate additional cost (above the annual post-war cost of education on the basis of the present educational lay-out, estimated at £123 million) when all the reforms proposed are in full operation, would, it was estimated, be of the order of £67 million annually, of which the Exchequer would bear £44 million, and the rates £23 million. [For the subsequent increase in this estimate, due mainly to the expansion of technical and adult education and the inclusion of the cost of raising the school leaving age to 16, see below.]

The comprehensive and far-reaching reforms envisaged in the White Paper included the raising of the school-leaving age to 15, and to 16 at a later date; compulsory part-time education for young people up to the age of 18; the expansion of facilities for technical and adult education.

The proposed reorganisation of the present system would involve, *inter alia*, the complete recasting of the statutory system of education into "primary," "secondary" and "further" education; with well-designed and equipped primary schools for all children up to the age of 11, and secondary schools of three types, "grammar," "modern" and "technical" for all children from that age; secondary education at all schools maintained by the local education authorities to be free; local authorities to be given power to establish boarding schools and hostels for children whose parents wish them to have a residential education.

It was proposed to enable the "voluntary schools" to play their full part in the general system of public education, at the same time providing that every Primary and Secondary School shall give religious instruction—parents having the right to withdraw their children from such instruction if desired.

There would be an adjustment of the present system of local education administration to secure unified control.

Other proposals included provision of nursery schools; reform of the present methods of recruiting and training teachers; remodelling of the curriculum of secondary schools; further expansion of the Youth Service; and improved opportunities for University education.

Many of the changes proposed in the White Paper would require **legislative action**, but other important changes could be effected by adminis-

trative action. A summary of the principal reforms, divided under these two heads, was given in paragraph 126 of the White Paper.

The White Paper in Parliament

Announcing the presentation of the White Paper in the House of Commons, Mr. Butler said : " The Government have in mind a comprehensive reform of the system of public education in all its aspects. It is their desire that ample opportunity should be given for consideration of the plan as set out in the Paper, before the stage of legislation is reached. The different aspects of the scheme touch upon many sides of our national life, and it is desirable that matters which affect the future well-being of the younger generation should be considered by the House and by the country as questions for which the whole nation accepts responsibility.

There is no need to emphasise the magnitude of the issues involved in a complete recasting of the educational machinery ; in planning a progressive lengthening of school life for all children ; in seeking a solution of the long-standing problem of the voluntary schools ; in ensuring an enduring place for religious teaching in our schools ; in introducing a scheme for the physical and mental well-being of the adolescent ; and in adapting the system of local administration to the new design."

After debates lasting two days, in the House of Commons (29th-30th July, 1943) and the House of Lords (4th-5th August), a motion welcoming the intention of the Government to proceed with educational reform as evidenced by the White Paper was passed by both Houses.

The Education Bill

15th December, 1943. The Education Bill " to reform the law relating to education in England and Wales " was presented in the House of Commons.

An Explanatory Memorandum by the President of the Board of Education (Cmd. 6492) was issued at the same time. The memorandum described the more important provisions of the Bill and indicated the alterations made in the White Paper proposals. [For further particulars on this point the reader is referred to Q.4829.]

3rd August, 1944. The Bill received the Royal Assent, after having in its various stages occupied the House of Commons for 22 days and the House of Lords for 13 days. The Bill has thus become the **Education Act, 1944.**

The Education Act

The new Act supersedes all existing Education Acts. It reconstructs the public system of education and for the first time requires the registration and inspection of schools outside that system.

The Act is based on the White Paper of July, 1943, with certain modifications and additions made in the light of public consideration of that Paper. It embodies all the legislative changes proposed in the White Paper as well as a considerable number of amendments made during the passage of the Bill through both Houses of Parliament.

The main features of the Act are—broadly—as follows :

- (1) The powers and duties of the central education authority are re-defined. The President of the Board of Education and his department become the Minister and Ministry of Education.
- (2) Two Central Advisory Councils for Education, one for England and one for Wales, will be established to advise the Minister on educational theory and practice.
- (3) The statutory system of public education is to be reorganised into three progressive stages, to be known as **primary** education, **secondary** education, and **further** education.
- (4) Education Authorities will be obliged to provide nursery education for children under 5 wherever it is needed.
- (5) School leaving age is to be raised, first to 15 ; then to 16 years.
- (6) Reorganisation of present elementary schools is to be completed so that well-designed and equipped primary schools and secondary schools, varied in type, are available, without tuition fees, to all children.
- (7) The law is to be amended to :
 - (i) Emphasise the position of religious instruction as an essential element of education.
 - (ii) Enable schools provided by voluntary bodies to play their part in the proposed developments.
- (8) A compulsory system of part-time education in working hours is to be introduced for young persons, not in full-time attendance at school, up to the age of 18.
- (9) Adequate and properly co-ordinated facilities for technical and adult education are to be provided.
- (10) Existing facilities are to be extended for securing the health and physical well-being of children and young persons. In particular, the Act imposes on Education Authorities the duty of providing free medical treatment, as well as milk and meals, for pupils in attendance at any school or college maintained by them.
- (11) Independent schools are to be inspected and registered.
- (12) The present system of local educational administration is to be adjusted to the new educational lay-out, the number of Local Education Authorities being reduced and provision made for the delegation of certain functions by County Councils to "divisional executives."
- (13) Other clauses in the Act provide that the Minister should have general responsibility for ensuring that adequate facilities are available for the training of teachers ; he may give any necessary direction to Local Education Authorities for this purpose. General powers will enable him to foster educational research.

Summary of Time-Table

The powers proposed by the Act will enable the new administrative structure to be prepared in readiness for 1st April, 1945. On this date the main body of the Act comes into force. The school leaving age would have

been raised to 15 on the same date, had not the Minister found it necessary to use his emergency power of postponing this step (for not more than two years), and made an Order retaining the age at 14 for at least one year more. This was necessary because the supply of new teachers and the provision of new buildings cannot be secured in time (see below).

Within the following twelve months the new Education Authorities will be required to prepare and submit to the Minister "development plans" covering the whole field of primary and secondary education.

After preparing their development plans for primary and secondary education, Local Education Authorities will be getting ready to establish County Colleges, under the scheme for further education. The Minister will fix the date on which it will become their duty to secure the necessary facilities. When facilities are available, he will fix the date of compulsory attendance.

Authorities will also be required to proceed with the planned development of technical and adult education.

The registration and inspection of independent schools will become compulsory when the necessary inspecting staff is available.

Finance

The total additional cost of the reforms was estimated at the time of the presentation of the Bill at £5½ million in the financial year 1945-46, rising gradually to about £47 million in 1951-52 and ultimately reaching £80 million.

The corresponding figures in the White Paper were £1 million, £40 million and £67 million respectively. The increase arises from the general speed-up and expansion of technical and adult education, and in part from the inclusion of the cost of raising the school leaving age to 16.

19th January, 1944. In moving the Second Reading of the Bill, Mr. Butler said "This Bill . . . provides a new framework for promoting the natural growth and development, not only of children, but of national policy itself towards education in the years to come. This Bill completely recasts the whole of the law as it affects education. . . . Instead of a rudimentary education . . . we hope to institute *the broader training of a citizen for all*. . . ."

Mr. Butler noted that the provisions for medical attention for children attending school or a young people's college "will 'cog on' to later Government policy as it comes along," such as a National Health Service:

He said that "perhaps the biggest change in this sphere of medical education will be the bringing about of a regular and careful inspection of boys and girls who have left school and entered employment. These . . . young people . . . are the most susceptible to certain illnesses and to the unaccustomed strain of their new working life, and yet at present there is no continuation of the medical service to look after them."

Mr. Butler explained the objectives of secondary education under the Bill.

"In the new attitude to secondary education we have two main objectives. The first is, that as far as possible provision of various types of education should be accessible to all, whatever their social or financial circumstances; and secondly, that traditions and standards which have been a feature of

our British education should, so far as possible, be preserved. There is no desire to 'level down'; there is only a desire to bring everybody ever upwards."

Illustrating the scope of technical education provided by the Bill, Mr. Butler said: "... We have provided for building loan charges to cover a programme of capital expenditure amounting in the seventh year to at least £22,000,000, rising eventually to £32,000,000, and we make provisions for at least £2,000,000 of capital expenditure in the first year. . . ."

12th May. Winding up the Debate on the Third Reading, Mr. Butler described the Bill as "a national achievement which shows to our own people, to our Empire and to foreign countries the intensity and vitality of the greatness of our people. . . ."

The great thing we can feel in passing this Bill is that the structure we have here does violence to no one's conscience, it gives opportunity to everyone's individuality, and upon that structure there can be built a system of education which will make the world a better place, and life a worthier thing."

Mr. Butler added that "it is the desire of the Government that this education plan shall form part of the general reconstruction programme of the Government. . . . I should wish our part of the programme to fit in completely with the other parts which have still to come."

10th August. The Act provides for the appointment of a **Minister** in charge of Education, instead of the former President of the Board of Education, and for the reconstruction of the Board as the **Ministry of Education**.

It was announced from 10 Downing Street that Mr. R. A. Butler had been appointed Minister of Education, and Mr. Chuter Ede Parliamentary Secretary to the Ministry of Education.

16th August. The Ministry of Education issued its first official circular to Local Education Authorities informing them what steps are to be taken before the main provisions of the new Education Act come into force on 1st April, 1945. These preliminary steps include the establishment of new machinery of local administration and the adoption by all Local Education Authorities of an agreed syllabus of religious instruction.

On 1st April, 1945, it will be the duty of all Local Education Authorities to prepare development plans covering the adequate provision of primary and secondary schools for all children in their areas.

Owing to the impossibility in present circumstances of finding the additional teachers and of providing the additional accommodation (including the repair of war-damaged schools) which would be required in order to raise the school leaving age to 15 on 1st April, 1945, the Minister proposes, in accordance with the provision of section 108 (3) of the Act, to make an Order retaining the age at 14, and that Order will not cease to have effect earlier than 1st April, 1946.

28th September. Mr. Butler emphasised "the Government's intention to see that the age is raised to 15 at the earliest moment that circumstances permit."

18th September. The Ministry of Education issued a further Circular to guide Local Education Authorities in the setting up of the new machinery,

provided in the Education Act, for the local administration of the public system of education in county areas. . . . The object of these provisions is to secure that while the education service in county areas shall be administered under the general control and supervision of the Local Education Authority, it shall not lose the inspiration to be derived from more immediate local interest and local initiative.

The Circular is intended to furnish "a statement of general principles and some guidance as to the considerations to which regard should be had in framing schemes of divisional administration."

It deals with the establishment of divisional executives, their composition and the division of functions between Local Education Authorities and the divisional executives. It also includes a section on the appointment and dismissal of staff, including teachers.

REPORTS ON PARTICULAR SUBJECTS

The Education Act has provided the legislative machinery whereby it will be possible to proceed with educational reconstruction in its widest sense. But, as noted in the White Paper, "there are important spheres of progress in which legislation is unnecessary." A number of changes proposed would be effected by administrative action. These include :—

- (i) "The remodelling of the curriculum of secondary schools."
- (ii) "The further expansion of the Youth Service."
- (iii) "The reform of present methods of recruitment and training of teachers."

As part of the Government's study of the wider problem of recasting the educational system, the examination of these subjects had been entrusted to special Committees.

The White Paper further noted that there remained an "important link to forge," that between the Public Schools and the general educational system. Another Committee had been set up to examine the question of associating the Public Schools more closely with the national system.

These Committees have all reported since the publication of the White Paper.

Curriculum and Examinations in Secondary Schools— Norwood Report

The Report of the Committee on Curriculum and Examinations in Secondary Schools was published on 26th July, 1943.

The Committee was appointed in October, 1941, under the Chairmanship of Sir Cyril Norwood, with the following terms of reference :

"To consider suggested changes in the Secondary School Curriculum and the question of School Examinations in relation thereto."

The Report is divided into three parts.

In Part I the Committee, after a survey of the whole field of secondary Education, came to the conclusion that a complete reorganisation is necessary. The Committee sketched "in brief outline the main features of a new

secondary education which will cover the whole child population of the country and carry them on to part-time education."

A main recommendation was that "in accordance with the principle of a child-centred education" the definition of 'secondary education' should be enlarged so as to embrace three broad types—the Secondary Grammar School, the Secondary Technical School and the Secondary Modern School enjoying equal conditions and amenities.

This Part also indicated "the main channels leading to the Universities and higher education of all kinds, and recommended that "full consideration should be given to the educational and social advantages of the performance of public service for a period of six months falling between School and University or other courses of higher education."

Part II dealt with examinations. The "complete reorganisation of examinations of the existing secondary schools of Grammar School type" was recommended. Such reorganisation by changes in the direction of making the School Certificate Examination entirely internal, would be "both in the interest of the individual child and of the increased freedom and responsibility of the teaching profession."

It was recommended that the process of changing the School Certificate Examination into a wholly internal examination by giving the teachers greater control over the examination and the Universities less, should extend over a transitional period of 7 years, or longer, if necessary.

Other main recommendations were :

The institution of a School Leaving Examination at 18 + to meet the requirements of University Entrance, entry into the professions, etc.

The abolition of the Higher School Certificate Examination.

State and Local Education Authority scholarships to be awarded on the result of an examination held by the University Examining Bodies and the school records of the candidates.

Part III was concerned solely with curriculum, which was dealt with in detail. Suggestions were made for the freer treatment of the curriculum in Secondary Grammar Schools "which is demanded by a child-centred education and made possible by the greater freedom secured by the proposed reorganisation of examinations."

The principle followed throughout has been, in the words of Sir Cyril Norwood, that education must be made to fit the child, not the child to fit the education.

Recruitment and Training of Teachers—McNair Report

The Report of the Committee on the Supply, Recruitment and Training of Teachers and Youth Leaders, under the Chairmanship of Sir Arnold McNair, Vice-Chancellor of Liverpool University, was published on 4th May, 1944, under the title **Teachers and Youth Leaders**.

The Committee was appointed by the President of the Board of Education in March, 1942, with the following terms of reference :

"To investigate the present sources of supply and the methods of recruitment and training of teachers and youth leaders and to report what principles should guide the Board in these matters in the future."

Taking note of the educational reforms embodied in the Bill then before the House of Commons, the Committee estimated that between 50,000 and 90,000 additional teachers would be required.

Part I of the Report dealt with teachers in primary and secondary schools and with the organisation of training generally.

For the future supply of teachers recommendations were made, *inter alia*, for the widening of the field of recruitment, the improvement of the conditions of service and of the standing of the teaching profession, and for a substantial increase of salaries. One basic scale was proposed for all teachers in primary and secondary schools, with additions for special qualifications, special responsibilities, etc.

With regard to training, it was recommended that the Board of Education should "assume the obligation . . . of ensuring that training institutions, adequate in number and quality, are available and are fused into a national training system." To ensure this "two substantial constitutional changes" were proposed :

- (1) The establishment of a Central Training Council to plan the detailed structure of a training service and to advise the Board of Education about its operation.
- (2) The close integration of all training institutions and interests on a convenient area basis.

The second proposal raised the issue of the future relationship of the Universities to the Training Colleges, as to which the members of the Committee were divided ; five recommending that each University should establish a "University School of Education" to which Training Colleges should be affiliated ; and five (including the Chairman and the three women members of the Committee) recommending that the existing Joint Board Scheme (representative of the Universities and the Training Colleges) should be developed and strengthened.

Comprehensive recommendations as to the content and method of training included the extension of the normal course in Training Colleges from two to three years.

A chapter was devoted to the supply and training of teachers of arts and crafts, music, physical training, and domestic subjects. The substance of the Reports of four Sub-Committees, appointed to consider these subjects, was given in Appendix I.

Part II dealt with youth leaders and teachers in Young People's Colleges (County Colleges in the Act). It was estimated that about 20,000 teachers would be required for the latter.

Part III dealt with teachers in technical colleges and schools. The Committee stressed the importance of technical education in our national economy and the need for "an increasing number of trained technical workers of every grade, from the manual operator to the man and woman of high professional status." The need for the closest co-operation of industry and commerce with technical education was emphasised. Suggestions made included that suitable professional institutions should be invited to establish standing committees to help and advise about the methods by which teachers can keep their knowledge up to date, by returning periodically to industry or commerce ;

that firms should allow the staff of the local technical college to be associated with the productive, technical and scientific sides of their organisation ; and that larger firms should provide courses and demonstrations in design and in manufacturing processes for the benefit of the local technical college staffs.

Part IV considered the special needs of Wales ; some other important matters, including broadcasting, the cinema and other aids to teaching ; and educational research. The establishment of an Educational Research Council, fully representative of all educational interests, was advocated.

A summary of the recommendations of the Committee was given on pp. 141-150 of the Report. The names of 103 bodies and 312 individuals whose evidence was considered by the Committee were listed in Appendix II.

12th May, 1944. Mr. Butler said that the Government have already decided to take action on one of the recommendations of the McNair Report. A circular has been issued to Local Authorities directed to enabling boys and girls in senior elementary schools to qualify as teachers.

The circular aims at putting into motion "machinery enabling suitable public elementary school pupils to transfer from the senior to the present type of secondary school," thus giving "a chance of higher education to young pupils, who would otherwise miss it, by continuing their education . . . if possible to 18," and increasing "the catchment area from which we can draw our prospective teachers."

Recruitment and Training of Teachers—Emergency Scheme

The McNair Committee dealt with the long-term problem of the training of teachers. The Committee was not concerned with the interim arrangements necessary to secure trained teachers in sufficient numbers to restore the educational front as quickly as possible after the war and make possible the first steps in reconstruction.

A scheme for the **Emergency Recruitment and Training of Teachers** was outlined in a leaflet issued by the Board of Education in November, 1943.

It is estimated that by 1945 the loss of new intake to the teaching profession during the war years will amount to over 20,000 teachers—largely men. It must be expected that a proportion of those serving with the Forces (some 26,000) will not return to teaching, and that many of those who have stayed at their posts beyond retiring age or returned to teaching during the war would look for release as soon as hostilities cease. Additional teaching strength will be required if the school leaving age is to be raised to fifteen.

To meet the situation the Government have decided to set up "an extensive emergency training scheme designed to provide additional teachers in large numbers in the immediate post-war years."

The scheme would supplement the normal inflow of trained teachers from the Training Colleges and University Training Departments, which would have to be restored to full working capacity as early as possible.

The sources of recruitment would be the Forces and other departments of National Service. "It must be made clear that in the work of reconstruction the education service stands first as a form of National Service."

The Service Departments have agreed to assist the Board in selecting candidates by arranging for "Education Recruiting Officers" to visit the troops in the Armies of Occupation, to give lectures and conduct interviews. Part-time training centres for those beginning to prepare for the teaching profession pending demobilisation might also be organised abroad under the direction of the Board, in conjunction with the Army Education Scheme.

The main training provision would, however, be made at home in specially organised centres. The target aimed at was 10,000 trainees a year, divided probably into 8,000 men and 2,000 women, for whom courses of one year's duration would be provided. The whole cost of the scheme would be met by the Exchequer.

The immediate task was to survey the ground locally, plan suitable accommodation for the centres, and "prepare a 'shadow' scheme which when the time comes can be brought into operation by stages as requirements grow."

15th May, 1944. Further information about the "shadow scheme" for the provision of teachers' training courses for men and women from the Forces and other forms of National Service was given in a circular issued by the Board of Education Authorities.

Colleges will be prepared on a "shadow" basis and will be opened as may prove necessary for the special purposes of the Emergency Training Scheme. Some will be residential, others day colleges.

The courses will include both general and professional studies and experience of work in school. Admission will be based on careful individual selection. Students selected will receive free tuition and be eligible for maintenance allowances.

Public Schools—Fleming Report

The Report of the Committee on Public Schools was published on 26th July, 1944.

The Committee was appointed in July, 1942, under the Chairmanship of the late Lord Fleming, Senator of the College of Justice in Scotland, with the following terms of reference :

"To consider means whereby the association between the Public Schools (by which term is meant schools which are in membership of the Governing Bodies' Association or Headmasters' Conference) and the general educational system of the country could be developed and extended ; also to consider how far any measures recommended in the case of boys' Public Schools could be applied to comparable schools for girls."

The recommendations of the Committee have been presented in a unanimous Report.

Its main objective is that the opportunities in all schools covered by the terms of reference (provided they are efficient and not conducted for private profit) should be made available to all boys and girls capable of profiting from them irrespective of the parents' income.

To secure this the Committee recommended a system of "association" between the Public Schools and the public system of education.

The Board of Education should compile a list of such schools, not maintained by the Local Education Authorities, which agree to receive a substantial body of pupils who will be educated, in whole or part, at the public expense.

The terms of reference covered two classes of schools.

(1) The Public Schools as generally understood, that is the Public Boarding Schools, which up to the present have been completely outside the publicly administered system of education.

(2) A number of Direct Grant and Aided Secondary Schools which have in the past been accepting annually a certain minimum percentage of pupils from the Public Elementary Schools as a condition of a grant from public funds.

To meet the different circumstances of these groups, two schemes were proposed—Schemes A and B.

Scheme A is applicable to the schools in group (2) above. In this group the minimum percentage of "Free" or "Special" places would disappear and the schools would be made fully accessible to pupils without regard to income, either by abolition of tuition fees or by grading the fee according to the means of the parents, supplemented by places reserved by the Local Education Authorities who would pay in full for their pupils.

The only criterion for admission would be the capacity of the pupil to profit by education in the school.

At least one-third of the Governing Body of such schools should be nominated by the Education Authorities.

Scheme B is applicable to the schools in group (1) above, that is the Public Boarding Schools, to which at present there is no machinery for sending pupils at the expense of public funds. The proposal for these schools is that a number of places will be filled by pupils from grant-aided Primary Schools who would have their fees (tuition and boarding) and other expenses made up, in whole or part, either by means of State bursaries or at the cost of Local Education Authorities, who should be able by agreement with the Governing Bodies to reserve places at particular schools for pupils from their areas.

It is recommended that schools in this scheme should offer in the first instance a minimum of 25 per cent. of their annual admissions to pupils from grant-aided Primary Schools.

Bursaries should be available at the age of 11 and 13 ; the elevens being sent to an approved Preparatory Department or Preparatory School ; the thirteens entering the Public School direct.

At least three members of the Governing Body, but normally not more than one-third of the whole, should be nominated by the Ministry of Education or Local Education Authority that has reserved places in the school as mentioned above.

Independent Public Day Schools should be encouraged to take advantage of the opportunities already available for entering into agreements with their Local Education Authorities for the admission of pupils for whom the Local Education Authorities take responsibility.

Both schemes will contribute towards building up a single body of associated schools, which will thus take their place in a national system side by side with

the County and Auxiliary Schools for which provision is made under the Education Act. The main difference will be that County and Auxiliary Schools will rely on public funds for their running costs, while in associated schools public funds will be applied to supplement the loss of fees.

A Central Advisory Committee (on which Wales should be represented), with an independent Chairman, should be set up to advise on questions connected with the Schemes.

The Committee noted that the total accommodation in public boarding schools is comparatively small. In their view boarding school education should be available on a much wider basis and they therefore recommend a considerable expansion of boarding accommodation from other sources, e.g. by the Local Education Authorities under the powers given to them by the new Act.

Youth Service

The inquiry into the problems of the Youth Service was entrusted to the **Youth Advisory Council**.

This Council was established in June, 1942, under the Chairmanship of Mr. J. F. Wolfenden, Headmaster of Uppingham. It is representative of persons directly concerned in the Youth Service, the Churches, the Services, persons concerned with the employment of young people, Juvenile Courts, Education, Administration, with three assessors, representing the Board of Education, Home Office and Ministry of Labour and National Service, respectively.

In August, 1942, the Council was requested to consider the position of the Youth Service as an element in the educational system after the war.

The Report of the Council entitled **The Youth Service after the War** was published on 15th September, 1943. It reviewed briefly the background of young people at home, at school and at work. The remaining chapters dealt with the use of leisure, the Pre-Service Training Organisations for boys and girls, and Youth Committees.

The recommendations included raising the school leaving age to 16 as soon as conditions permit ; restricting the hours of work for all up to 18 to 44 hours including part-time school ; extending their holidays with pay to a minimum of 24 working days in the year ; and doing more to assist young people to find the right kind of employment.

On 29th September, 1943; Mr. Butler announced that the Council had been asked to consider the content of the Youth Service in relation to the general educational reforms proposed by the Government.

The full terms of reference are as follows :

“ To consider and report, having regard to the extended period of education, both full-time and part-time, provided for in the reforms proposed in the White Paper on Educational Reconstruction, what should be the content and purpose of the work of the Youth Service as a medium for furthering the all-round training of adolescents through leisure-time activities.”

This report is still awaited.

28th November, 1944. Mr. Butler said that a report of the **Welsh Youth Committee** would shortly be published.

SCHOOL BUILDINGS

9th May, 1944. A Report entitled **Standard Construction for Schools** has been published.

[This Report is the second of a series of 22 **Post-War Building Studies**, the first being **House Construction**. See under **Housing**.]

The Report has been prepared by a Committee appointed by the President of the Board of Education in March, 1943, under the Chairmanship of Sir Robert Wood, with the following terms of reference :

“ With a view to facilitating the planning and erection of school buildings after the war, to consider the possibilities of applying some measure of standardised construction to schools and to make representations as to their planning, layout and equipment.”

The Committee concluded, *inter alia*, that there is “ no reason to suppose that the adoption of pre-planning and standardisation, subject to appropriate safeguards, would be incompatible with the production of schools fully satisfactory in both appearance and use.”

Moreover, some system of standardised planning and construction—offering sufficient flexibility to provide for essential variations between school and school—would, in the opinion of the Committee, substantially shorten the period taken in securing approval of plans.

The Report contains an Appendix by the County Architects' Society on administrative procedure affecting sites and buildings, and is accompanied by 15 diagrams.

12th May. Mr. Butler said that the Report “ deals with the question of building on sound, practical, sensible lines. If we follow some of the recommendations in this Report it may well be possible for us to accelerate the building of schools to a degree of which we have not yet dreamed.”

Building Regulations

14th October. The Ministry of Education published **Draft Building Regulations** made under the Education Act, 1944, laying down both general standards common to all primary and secondary schools and prescribing particular standards of accommodation for different types of schools.

The standards specified are applicable to both existing and new schools and cover county and voluntary schools, nursery schools and classes, special schools and boarding accommodation. They are framed on a basis of an ultimate school leaving age of 16 ; but, while plans should be drawn on this basis, it is not contemplated—particularly in view of the building situation after the war—that the projected construction should in all respects be completed for the extra age group over 15 in the immediate future. Special attention is drawn to the possibility of prefabricated construction.

An accompanying Circular (No. 10) explains the principles on which the Regulations will be administered.

A Memorandum giving guidance to authorities and others in giving practical effect to the Regulations has been issued with them.

The Building Regulations will come into force on 1st April, 1945.

In selecting sites for new schools attention is to be given, among other matters, to the importance of avoiding sites abutting on main traffic routes and of ensuring that children do not have to cross such routes on the way to school. (Ministry of Education statement, 14th November, 1944).

Acquisition of Sites

8th November, 1944. The Ministry of Education announced that Local Education Authorities may submit proposals for the immediate acquisition of sites which are required to meet urgent needs during the first two years after the end of the war in Europe. These new arrangements place the acquisition of sites for educational purposes on the same footing as those needed for housing.

Further, the Ministry will be prepared to entertain proposals now for the purchase of sites for Technical Colleges, even if they are not likely to be needed until after the two-year period.

(Ministry of Education statement, 8th November, 1944).

TECHNICAL AND ADULT EDUCATION

[For Agricultural Education, Further Education and Training for Members of the Forces, and Training for the Building Industry, see under **Agriculture, Armed Forces and Housing**, respectively.]

"The provision of adequate and properly co-ordinated facilities for technical and adult education" was one of the principal reforms proposed in the White Paper.

8th September, 1943. Speaking at Birmingham, Mr. Butler referred to technical education in connection with the Government scheme.

"The establishment of Young People's Colleges would involve close collaboration between industries great and small and local education authorities. Instead of Education and Industry shunning one another, and Industry taking the view that if young people were removed from its clutches we should not be able to compete in the race of the future, the other view should be taken—that Education was the ally and indeed the saviour of Industry. What Britain would most want in the post-war years would be quality of labour. Young labour was one of our assets. Much more attention should be devoted to making good the shortage in the quantity by improving the quality."

Mr. Butler said that there were no more important parts of the Government's scheme than those dealing with the proposed enlargement of the facilities for technical education; what was wanted was not simply an extension of the pre-war technical school programme, but a manifold multiplication of the volume of technical training. While the technical colleges should be the Universities of Industry, they should be supplemented by the junior technical type of secondary school, the numbers of which were woefully small. It was, however, refreshing to note that, even in war time, there had been already an increase in junior commercial schools and junior technical schools. Since the outbreak of war the former had risen by 33 and the latter by about 100.

28th September. Speaking at Newcastle, Mr. Butler said that he had been asked whether the object of the new proposals was to turn everybody into a

scholar. He would reply that the object was to give everybody equivalent dignity, whether their avocation was for book learning or practical craftsmanship.

A growing co-operation between Education and Industry was desirable, especially at the stage of adolescence and immediately afterwards. It was a welcome development that industry itself was beginning to realise that it could not solve its problems without education.

Mr. Butler instanced the schemes of training instituted for the mining industry and for young seamen. The needs of agriculture were also receiving attention. The technical college or institute would rise in popular esteem with the increasing regard being paid to the needs of practical education, and this would have social consequences of great importance. It was intended to press ahead with the pre-war technical building programme as soon as circumstances permitted.

28th October. In a speech at Central Hall, Westminster, Mr. Butler spoke of the need for a drive for improved technical education in the immediate post-war period. It was clear that this should take high precedence in authorities' programmes.

Mr. Butler said : " It is the full intention of the Government to proceed with the development of technical and adult education as rapidly as possible, not only as a long-term policy but also in the years immediately following the end of the war. We are convinced that this is necessary, on the one hand to meet the needs of Industry and Commerce and to assist them in the tasks of readjustment and recovery, and on the other to give full scope to the progress of adult education which, I feel sure, will be stimulated by the intellectual reawakening among so many people as the result of war-time experiences."

The provisions of the White Paper involved the introduction of a scheme of procedure to secure wise planning and steady development. Before the war there had been a very large programme of development. Mr. Butler said that he had visited several cities where the plans for new technical colleges were complete, and others where the college buildings had not yet been established. Opportunity must be taken after the war to re-tool and equip existing colleges and to furnish the new " universities of industry " with the most up-to-date outfits.

Britain's future depended upon the inventiveness and quality of the young entrants to industry. Thus Education was an indispensable accompaniment to the development of our export trade. Education was productive as much as Industry was productive.

12th May, 1944. In winding up the Debate on the Third Reading of the Education Bill, Mr. Butler made a further reference to the Government's plans for adult education.

" The time has not yet come for the Government to be able to describe to the country the full extent of their intended operations, but I can say this, that we are profiting greatly by the experience of adult education in the Forces. . . . Direction by the State from the top is not the right way to administer this vast matter. What is wanted is to encourage the desires, appetites and feelings of those who wish for different forms of adult education and then to try to meet them as far as possible. As long as we follow that

line, I can tell the House that it is our desire to reform and bring up to date the adult education system and to make a great stride forward in this regard."

HIGHER TECHNOLOGICAL EDUCATION

5th April, 1944. Mr. Butler announced that he had appointed a Departmental Committee, under the Chairmanship of Lord Eustace Percy, to inquire into higher technological education. The terms of reference are :

" Having regard to the requirements of industry, to consider the needs of higher technological education in England and Wales and the respective contributions to be made thereto by universities and technical colleges, and to make recommendations, among other things, as to the means for maintaining appropriate collaboration between universities and technical colleges in this field."

He said further : " The constitution of the committee does not imply that inquiry is to be confined to such matters as engineering and related sciences. Other important fields such as textile technology or the chemical industries will be brought under review, and additional members will be co-opted to the committee or appropriate sub-committees for special purposes as required."

UNIVERSITY GRANTS COMMITTEE

2nd November, 1943. The Chancellor of the Exchequer replied to a question in the House of Commons on the equipment of Universities to deal with the post-war situation.

Sir John Anderson said that " the Universities themselves have been studying the various problems which will face them after the war. The Committee of Vice-Chancellors and Principals have asked the University Grants Committee . . . (the reconstitution of which had been under consideration for some time) . . . to undertake a review of these problems in order to form a considered estimate of the need for increased assistance from the Exchequer. This request will have to be considered as a matter of urgency by the reconstituted Committee ; meantime, the Universities are being asked to formulate their post-war needs so far as they can be estimated in present circumstances."

7th December. Sir John Anderson announced the personnel of the reconstituted Committee of which Sir Walter Moberley is Chairman, Sir John Anderson said : " I have increased to 15 the number of members of the Committee, in order that our advice to the Government on the important problems that lie ahead may be based on the widest range of experience."

18th January, 1944. Sir John Anderson mentioned that the terms of reference of the reconstituted University Grants Committee remain unchanged. They are : " To inquire into the financial needs of University education in the United Kingdom and to advise the Government as to the application of any grants that may be made by Parliament towards meeting them."

He added that " there has grown up between the Committee and the Universities an accepted custom of constant informal consultation on matters of University policy, and it is contemplated that this will be continued and developed."

28th September. Sir John Anderson said that "during the summer the University Grants Committee have discussed with representatives of all the Universities their provisional estimates of post-war needs. . . . The Committee are actively engaged in considering recommendations to the Treasury as to Exchequer assistance which should be provided towards meeting the additional expenditure, both annual and capital, which will be incurred in the post-war period."

SCOTLAND

An Education Bill for Scotland

21st July, 1943. Referring to the White Paper on Educational Reconstruction, the Secretary of State for Scotland, Mr. Thomas Johnston, said that "in our Scottish legislation . . . we shall require to march in step with England's proposals relating to the raising of the school leaving age to 16, and compulsory part-time education up to the age of 18."

26th September, 1944. Mr. Johnston said: "I hope to be in a position to introduce the Education (Scotland) Bill towards the close of the present Session. I propose that this Bill should be given a First Reading only, so that before it is reintroduced next Session there will be an opportunity for full consideration and discussion of the Government's proposals by all parties interested. This will allow of any adjustment that is necessary being made in the terms of the Bill before it is reintroduced."

26th October. The Education (Scotland) Bill was presented. It applies to Scotland the Government's policy for the development of education in Great Britain and makes a number of other changes which affect only the Scottish system of education and local government.

The ultimate total cost under the Bill is estimated at £27,500,000, an increase of £10,400,000 over the pre-development figure.

Advisory Council on Education in Scotland

The Advisory Council, which was reconstituted in November, 1942, under the Chairmanship of Sir William Hamilton Fyfe, Principal of Aberdeen University, received the following remits from the Secretary of State during 1943:

- (1) To consider how the Scottish educational system can best contribute to training in citizenship.
- (2) To consider the educational provision for children from the time of entry to the Nursery School until the completion of primary education, and the arrangements for promoting them from primary to secondary education.
- (3) To review the educational facilities for young people between the completion of primary education and the age of 18.
- (4) To consider the recruitment and supply of teachers.
- (5) To consider the advisability of grants from the Education (Scotland) Fund to voluntary organisations making provision for adult education.
- (6) To consider the training of teachers and the selection of candidates for training.
- (7) To investigate the position of technical education in Scotland in spheres not covered by the Universities.

The Council has submitted the following six Reports :

Compulsory Day Continuation Classes, November, 1943 (two reports).

Training for Citizenship, January, 1944. (Cmd. 6495).

The principal recommendation was that there should be a five-year "period of experiment and deliberate striving towards a theory and practice of training for citizenship."

Teachers—Supply, Recruitment and Training in the Period immediately following the War, February, 1944 (Cmd. 6501) (three reports).

Recommendations are made, among other matters, for improvements in the status and attractiveness of the teaching profession and in training arrangements, and for the recruitment of candidates for training from new sources of supply. "The most fruitful source will be the young men and women who have been in the Forces. Their wide and varied experiences should be accepted as compensating to some extent for any deficiency in their academic preparation."

School Buildings

A School Building Committee was appointed by the Secretary of State in May, 1943, with the following remit : "To consider and to make recommendations as to the planning of schools and other buildings that will be required for educational purposes after the war."

Youth Service

8th December, 1942. Mr. Johnston stated that the **Scottish Youth Advisory Committee** had been reconstituted under the Chairmanship of Lord Keith.

17th January, 1944. The Scottish Education Department issued a pamphlet entitled **The Youth Service Scheme in Scotland**—Notes for the Guidance of Education Authorities, Youth Councils and Local Youth Panels.

The pamphlet has been prepared to guide Scottish Education Authorities, etc., in meeting the immediate needs of youth and, at the same time, laying useful foundations on which an adequate scheme of Youth Service may be erected.

Pre-Vocational Education

4th July, 1944. The Joint Under-Secretary of State for Scotland, Mr. Westwood, gave some information on pre-vocational classes in Scotland : "These pre-vocational or pre-apprenticeship classes are not confined to the building industry. . . . We recommend starting pre-apprenticeship classes in connection with the engineering industry and we are going to carry them to other spheres of industry. . . ."

"The scheme [of pre-apprenticeship courses in the building industry] has been in operation two years. It was set up in accordance with recommendations of a Committee appointed for the purpose of dealing with the intake into the building industry (see under **Housing**). These schemes are now established in eight centres.

“ We are planning pre-apprenticeship courses for the engineering industry in five centres and also proposing a course of training for hotel management ” in view of the post-war tourist industry.

List of documents in order of mention in text

	<i>Net Price.</i>
Education Act, 1944. 7 and 8 Geo. 6. Ch. 31	2/-
Educational Reconstruction, July, 1943. Cmd. 6458	6d.
Education Bill, 1944	2/-
Education Bill—Explanatory Memorandum by the President of the Board of Education, December, 1943. Cmd. 6492	3d.
Curriculum and Examinations in Secondary Schools, 1943	1/6
Teachers and Youth Leaders, 1944	2/-
Emergency Recruitment and Training of Teachers. Board of Education leaflet, November, 1943	—
The Public Schools and The General Education System, 1944	1/6
The Youth Service After the War. A Report of the Youth Advisory Council, 1943	6d.
Post-War Building Studies No. 2. Standard Construction for Schools, 1944	6d.
Regulations Prescribing Standards for School Premises, 1944	6d.
Ministry of Education Circular No. 10, 14th November, 1944	1d.
Memorandum on the Draft Building Regulations, 1944	6d.
The Education (Scotland) Bill, 1944	1/3
Compulsory Day Continuation Classes. Fourth Report of the Advisory Council on Education in Scotland, 1943	9d.
Training for Citizenship. A Report of the Advisory Council on Education in Scotland, 1944. Cmd. 6495	6d.
Teachers—Supply, Recruitment and Training in the period immediately following the war. Reports of the Advisory Council on Education in Scotland, 1944. Cmd. 6501	1/-
The Youth Service Scheme in Scotland. Notes for the Guidance of Education Authorities, Youth Councils and Local Youth Panels, 1944	4d.

Selected Pamphlets

20th November, 1943. Speaking at Winchester, the Parliamentary Secretary to the Board (now the Ministry) of Education, Mr. J. Chuter Ede, said : “ The Government’s White Paper on Educational Reconstruction, itself the outcome of two years’ preliminary discussions, has been the subject of public examination for four months during which, in Parliament and the country, the representatives of every point of view had the fullest opportunities of making themselves heard. Interest has never flagged throughout this period.”

The following list of selected pamphlets issued by representative bodies testifies to the continuing interest in the subject of education. For reasons of space it has been necessary to omit a large number of pamphlets either directed solely to matters finally settled by the Education Act, or comprising the evidence submitted by organisations to Committees that have reported. Many of these are noted in Post-War Reconstruction in Britain—Education, Q.4734, dated 4th December, 1943.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Associations of Assistant Mistresses in Secondary Schools.	From Eleven to Eighteen (1943).	Stoney Cockbury, Winchcombe, Gloucestershire.
Association of Directors and Secretaries for Education.	Education. A Plan for the Future (May, 1942).	Oxford University Press. Price 6d.
Association of Technical Institutions and Association of Principals of Technical Institutions.	Policy in Technical Education. Report by a Joint Committee (1944).	Dr. H. Schofield, M.B.E., Loughborough College, Loughborough, Leics. Price 1/-
Association of Scientific Workers.	Science in the Universities (March, 1944).	Oxonian Press, Queen Street, Oxford. Price 1/-
Association of University Teachers.	University Developments, 1944.	The Hon. Gen. Secretary, Ty'n y Gongl, Caradoc Road, Aberystwyth, Wales. Price 1/-
British Association for the Advancement of Science.	Report of Committee on Post-War University Education (1944).	Burlington House, W.I. Price 2/6
British Association for Commercial and Industrial Education.	From School to Work—Education, Recruitment and Training for Industry and Commerce. Report of Conference, March, 1942.	107 Baker Street, W.I. Price 1/-
British Association for Commercial and Industrial Education.	Part-time Day Education for the Adolescent—Past Experience and Future Developments. Report of Conference, September, 1942.	107 Baker Street, W.I. Price 1/-
British Association for Commercial and Industrial Education.	Young Workers and their Education — Providing the right type of Education and Problems of release from work. Report of Conference, April, 1943.	107 Baker Street, W.I. Price 1/-

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
British Association for Commercial and Industrial Education.	The Value of Part-Time Day Education and Some Methods of Or- ganizing It. Report of Conference, November, 1943.	107 Baker Street, W.1. Price 1/-
British Dental Students' Association.	Dental Education (October, 1942).	Royal Dental Hospital of London, 32 Leicester Square, W.C.2. Price 1/-
British Institute of Adult Education.	Adult Education : Its place in Post-War Society. A Record of the Eighteenth Confe- rence of the Institute published in "Adult Education," the quar- terly journal of the Institute, December, 1943.	29 Tavistock Square, W.C.1. Price 1/-
British Institution of Radio Engineers.	Post-War Development in Radio Engineering. Part II. Education and Training (October, 1944).	9 Bedford Square, W.C.1.
Chartered Surveyors' Institution.	Quantity Surveyors : Re- cruitment, Education and Training for Post- War Reconstruction (March, 1943).	12 George Street, Westminster, S.W.1.
City and Guilds of London Institute.	Higher Technical Educa- tion (December, 1943).	Gresham College, Basinghall Street, E.C.2.
Conservative Party.	"Looking Ahead." Edu- cational Aims. First Interim Report of the Sub-Committee on Education (September 1942).	Conservative and Unionist Organisation, 24 Old Queen Street, S.W.1. Price 6d.
Conservative Party.	A Plan for Youth. Second Interim Report (the 14 to 18 age group) of the Sub-Committee on Education (September, 1942).	Conservative and Unionist Organisation, 24 Old Queen Street, S.W.1. Price 3d.
Conservative Party.	The Statutory Education- al System. Third Interim Report of the Conservative Sub- Committee on Educa- tion (January, 1944).	Conservative and Unionist Organisation, 24 Old Queen Street, S.W.1. Price 3d.
Educational Institute of Scotland.	Educational Reconstruc- tion (1943).	46-47 Moray Place, Edinburgh.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Educational Settlements Association.	Citizen Centres for Adult Education (1943).	8 Endsleigh Gardens, W.C.1. Price 6d.
Educational Settlements Association.	People's Colleges for Residential Adult Education (1943).	8 Endsleigh Gardens, W.C.1. Price 6d.
Federation of British Industries.	Industry and Education (May, 1944).	21 Tothill Street, S.W.1.
Headmasters' Conference.	Public Schools and the Future (August, 1943).	29 Gordon Square, W.C.1. Price 7d.
Incorporated Association of Head Masters.	The Future of Education (1942).	29 Gordon Square, W.C.1.
Institution of Physics (see also under Mathematical Association).	The Education and Training of Physicists (May, 1943).	The University, Reading, Berks.
Institution of Electrical Engineers.	Education and Training for Engineers (April, 1943).	Savoy Place, Victoria Embankment, W.C.2.
Institution of Mechanical Engineers.	The White Paper on "Educational Reconstruction" and its Impact on Training for Mechanical Engineering (1943).	Storey's Gate, St. James's Park, S.W.1.
Iron and Steel Institute.	The Training of Metallurgists (February, 1944).	4 Grosvenor Gardens, S.W.1. Price 2/6
Liberal National Party.	The Training and Recruitment of Teachers (May, 1943).	15 Old Queen Street, S.W.1. Price 2d.
Liberal National Party.	"Junior Colleges" being a report on the education of the adolescent as an individual and a citizen (May, 1943).	15 Old Queen Street, S.W.1. Price 6d.
Liberal National Party.	A Memorandum on Rural Education (May, 1943).	15 Old Queen Street, S.W.1. Price 4d.
The Mathematical Association and the Institute of Physics.	The Teaching of Mathematics to Physicists (June, 1944).	The Institute of Physics, The University, Reading, Berks.
Merchant Navy Training Board.	Outline Plan for the Post-War Training of Navigating Officers and Deck Ratings for the British Merchant Navy (June, 1943).	"The Torrs," Castlebar Road, Ealing, W.5.
National Association of Head Teachers.	The Content of Education (April, 1944).	Charter House, Claremont Road, Surbiton, Surrey.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
National Association of Schoolmasters.	Further Thoughts on Education in the Post-War Period (October, 1944).	26 High Street, Chesham, Bucks. Price 6d.
National Council on Commercial Education.	Policy in Commercial Education (1942).	Sir Isaac Pitman & Sons, Ltd. Price 1/-
National Society of Art Masters.	Art in General Education after the War.	The "Secretary," "Dyneley," Castle Hill Avenue, Berkhamsted, Herts.
National Society of Art Masters.	Art Education after the War.	The Secretary, "Dyneley," Castle Hill Avenue, Berkhamsted, Herts.
National Society of Art Masters.	The Curriculum and External Relations of the Art Schools (1942).	The Secretary, "Dyneley," Castle Hill Avenue, Berkhamsted, Herts.
National Union of Teachers.	Educational Reconstruction (Easter, 1942).	Hamilton House, Mabledon Place, Euston Road, W.C.1.
Nuffield College.	Industry and Education (January, 1943).	Oxford University Press. Price 1/-
Nuffield College.	Religious Education (April, 1943).	Oxford University Press. Price 6d.
Nuffield College.	The Open Door in Secondary Education (July, 1943).	Oxford University Press. Price 6d.
Nuffield College.	The Teaching Profession Today and Tomorrow (June, 1944).	Oxford University Press. Price 1/-
Nursery School Association of Great Britain.	First Stage in Education (1943).	1 Park Crescent, Portland Place, W.1. Price 3d.
Oil and Colour Chemists' Association.	First Report on Technical Education (March, 1943).	29 Flood Street, Chelsea, S.W.3.
Oil and Colour Chemists' Association.	Second Report on Technical Education. The Apprenticeship Scheme (March, 1944).	29 Flood Street, Chelsea, S.W.3.
Political and Economic Planning (P.E.P.)	Nursery Education. "Planning" No. 203, March, 1943.	16 Queen Anne's Gate, S.W.1.
Regional Advisory Council for Technical and other Forms of Further Education for Manchester & District.	Recruitment and Training for the Engineering Industry—Craft apprenticeship (October, 1944).	W. O. Lester Smith, M.A., Regional Advisory Council, Education Offices, Deansgate, Manchester, 3. Price 6d.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Royal College of Physicians of London.	Report on Medical Education (April, 1944).	Pall Mall East, S.W.1.
Royal Institute of Chemistry.	The Education and Training of Chemists. Report of the Chemistry Education Board (January, 1944).	30 Russel Square, W.C.1.
Royal Society of Arts.	Report of the Art Education Committee (May, 1943).	16 John Adam Street, W.C.2.
Society of British Aircraft Constructors.	The British Aircraft Industry. Recommendations by the Committee on the Training of Aeronautical Engineer Apprentices (April, 1944).	32 Savile Row, W.1.
Society of Glass Technologists.	Education, Technical Training and Research for the Post-War Glass Industry. Papers contributed to a Conference held under the auspices of the Glass Delegacy of the University of Sheffield, the Glass Manufacturers' Federation and the Society of Glass Technology on April 13th and 14th, 1943.	"Elmfield," Northumberland Road, Sheffield, 10. (Limited distribution)
Standing Conference of National Juvenile Organisations.	Partnership in the Service of Youth (April, 1943).	26 Bedford Square, W.C.1. Price 3d.
Trades Union Congress	T.U.C. Memorandum on Education after the War.	Transport House, Smith Square, S.W.1.
Workers' Educational Association.	Plan for Education (1942).	38a St. George's Drive, S.W.1. Price 6d.

E.—ELECTORAL REFORM

Contents

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INTRODUCTORY

“ The Government are fully conscious of the importance of giving attention to all measures designed to secure that whenever there is an appeal to the country—whether at by-elections or at a General Election—the result shall be fully and truly representative of the views of the people.” (The Prime Minister, 14th October, 1943.)

For this it is necessary, among other matters :

- (i) to ensure that everyone qualified to vote should be able to do so in spite of change of residence or absence on war service ; and
- (ii) to ensure that each vote recorded should, as far as possible, command an equal share of representation in the House of Commons.

The former is among the main objects of the Parliament (Elections and Meeting) Act, 1943, that received the Royal Assent on 11th November, 1943.

The latter is the object of the House of Commons (Redistribution of Seats) Act, that received the Royal Assent on 26th October, 1944.

The way for these legislative measures had been prepared by a Committee on Electoral Machinery, whose report (Cmd. 6408) was presented in December, 1942 ; and by a Speaker's Conference which submitted an interim report (Cmd. 6534) in May, 1944, and a Final Report (Cmd. 6543) in July, 1944.

COMMITTEE ON ELECTORAL MACHINERY

This Committee was appointed in January, 1942, under the Chairmanship of Sir S. P. Vivian, Registrar-General, with the following terms of reference :

“ To consider whether, for effecting the purposes of the system of electoral registration, improved methods and machinery can be devised, having regard especially to the circumstances likely to obtain in the period following the termination of hostilities ;

and to examine the technical problems involved in any scheme of redistribution of Parliamentary seats by way of preparation for consideration of the principles on which any scheme should be based ;

and to report on both these matters.”

The Report of the Committee was presented in December, 1942.

On the first part of their terms of reference the Committee had to consider among other matters, the problems caused by heavy population movements during the war—there were nearly 20 million removals between different local administrative areas up to June, 1942—as well as an unpredictable post armistice movement.

The Committee had also to consider the need of ensuring that members of the Armed Forces should have effective facilities for exercising their voting rights.

The Committee accordingly recommended a **continuous system** of parliamentary electoral registration based upon the National Registration machinery; and the creation of an **Armed Forces register**, for members of the Armed Forces and Merchant Seamen, who should be given special facilities to vote by proxy.

On the subject of redistribution of seats, the principal recommendation of the Committee was the creation of permanent boundary Commissions to carry out the initial redistribution and maintain a continuous review of subsequent population movements for the purpose of anticipating the need for further revision.

It was proposed that glaring cases of existing maldistribution should be dealt with on a short-term basis.

24th June, 1943. The Home Secretary, Mr. Herbert Morrison, announced the Government's proposals on the recommendations of the Committee dealing with electoral registration.

"The Departmental Committee on Electoral Machinery has recommended that, for the purposes of a post-war General Election, there should be prepared an Armed Forces register to enable members of the Forces and Merchant Seamen to vote either by post or by proxy, and that, as regards civilians, each electoral registration officer should be notified through the national registration machinery of the voters residing in his constituency, and kept informed through the same machinery of arrivals and departures. By these means the material for compiling an electoral register for each constituency can be kept continuously up to date. The Government propose to submit to Parliament the necessary legislation to enable effect to be given to this scheme."

PARLIAMENT (ELECTIONS AND MEETING) ACT

The Parliament (Elections and Meeting) Act, 1943, received the Royal Assent on 11th November, 1943.

The object of Part I of the Act is to carry out the recommendations of the Departmental Committee that there should be a system of continuous electoral registration which would enable registers to reflect as far as possible the shifting state of the population which now exists and may be expected to continue into the immediate post-war period.

The Act provides for the compilation of a **service register** containing the names of voters who are members of the Armed Forces, seamen and war workers abroad. They will have facilities for voting by post or by proxy.

26th October, 1943. Moving the Second Reading of the Bill, Mr. Herbert Morrison said : " The purpose of this Bill is to provide an efficient and effective system of registration of electors, despite the difficulties which have been brought about by war-time conditions."

He explained that the register now in force is four years out of date and the new register, to be prepared under the terms of the Bill, will bring in the names of all those who have become qualified to vote since October, 1939, the date of the present register. It will make it possible for a general election to be held during the war or in the immediate post-war period on, " perhaps, an even more up-to-date register than we had in the period before the war." The system of continuous registration is based on the National Registration system, and can last only as long as national registration lasts. " There must be preparation, after the Bill becomes an Act, for the new order of things." Provision is, accordingly, made " for a possible interim period. The last register prepared under the new continuous registration system will remain temporarily in force until the new register comes into force, either under the Representation of the People Act, 1918, or under such new legislation as may be brought along between now and then."

1st August, 1944. The Electoral Registration Regulations, 1944, dated 20th July, 1944—which include detailed regulations for the registration of voters and for voting by post or proxy—were approved by the House of Commons, as required by Section 20 of the Act.

[For further information on voting by members of the Forces, see under **Armed Forces.**]

REDISTRIBUTION OF SEATS

As has been noted above, the Committee on Electoral Machinery also considered the problem of redistribution of parliamentary seats.

22nd July, 1943. Mr. Herbert Morrison outlined the legislation proposed.

" Since the last distribution of Parliamentary seats took place in 1918, there have been large changes in the distribution of population. . . . On the principle . . . that each vote recorded shall as far as possible command an equal share of representation in the House of Commons, the case for a scheme of redistribution is established." The Government propose to submit legislation to give effect to the recommendations of the Committee on Electoral Machinery to the effect that " Parliament, when taking the necessary steps to correct the maldistribution now existing, should also make permanent provision for adjusting constituencies to future changes in the distribution of population." It is proposed :

- (a) " To set out the general principles on which any scheme of redistribution should be based ; "
- (b) " To provide for the appointment of Boundary Commissioners charged with the duty of preparing schemes when occasion arises for distributing constituencies in accordance with those principles ; "
- (c) " To make provision for the submission of any such scheme to Parliament for approval."

By such legislation "it is hoped to secure that a scheme of redistribution will take effect before the first post-war General Election. . . . Thereafter . . . a standing body of Boundary Commissioners . . . will keep the state of the constituencies under review. . . . Complete control over all measures of redistribution will remain with Parliament."

14th October, 1943. The Prime Minister indicated that in the opinion of the Government the best method of securing a full examination of this and other electoral problems would be a Speaker's Conference, preceded by a Debate on Electoral Reform.

1st and 2nd February, 1944. The proposed Debate took place on a motion moved by Mr. Herbert Morrison "that this House welcomes the proposal of His Majesty's Government to set up a Conference on Electoral Reform and Redistribution of Seats and to invite Mr. Speaker to preside."

1st February. Mr. Morrison recalled that the Departmental Committee on Electoral Machinery had considered "electoral registration and the technical problems of redistribution." The recommendations of the Committee on electoral registration had been embodied in the Parliament (Elections and Meeting) Act of 1943. The part with regard to the distribution of seats remained to be dealt with—"first the machinery and secondly the policy."

Machinery. "The Departmental Committee recommended that there should be a permanent body of boundary commissioners. . . . By that means we should have in existence a body which, always subject to Parliamentary directions and Parliamentary approval and control, could review the electorate from time to time and make recommendations about redistribution."

Policy. "The policy has to be embodied in directions to the boundary commissioners."

Legislation. "Legislation will have to follow to set up this standing machinery and to embody the directions which will be given to the boundary commissioners in deciding the various matters which are appropriate for their consideration."

"It is only right," Mr. Morrison added, "that in this Session of Parliament, in which we hope to devote ourselves to problems of reconstruction of one sort or another . . . we should be preparing also for the future Parliament which the country at some appropriate time will elect."

10th February. The terms of reference of the Speaker's Conference, as amended in the light of suggestions made during the Debate, were announced by Mr. Morrison as follows :

"To examine and, if possible, submit agreed resolutions on the following matters :

- (a) Redistribution of seats.
- (b) Reform of franchise (both Parliamentary and local government).
- (c) Conduct and costs of Parliamentary elections, and expenses falling on candidates and Members of Parliament.
- (d) Methods of election."

The question of redistribution of seats was considered in the first report of the Speaker's Conference, presented in May, 1944 (Cmd. 6534).

"The Conference are in favour of a general redistribution of seats as soon as practicable."

Temporary Rules are proposed "for the purpose of an election held before general redistribution has taken place." These include the sub-division of abnormally large constituencies (defined as 190 per cent of the 1939 electoral quota, which was 53,110) provided the temporary increase in the membership of the House of Commons shall not exceed 25.

Permanent Rules for the full distribution scheme include total membership of the House of Commons to remain substantially as at present ; no reduction in representation of Scotland, Wales and Monmouthshire or Northern Ireland ; the electoral quota to be ascertained by dividing total electorate by total number of seats ; if electorate comes within 25 per cent of the quota either way, no modification of the constituency need be made ; double-member seats, as a rule, to go, except City of London ; University constituencies to remain unchanged.

Machinery of Redistribution :—With regard to the permanent machinery which should be established for the redistribution of seats, the recommendations of the Conference include the establishment of four separate Boundary Commissions, for England, Scotland, Wales and Monmouthshire, and Northern Ireland ; each Boundary Commission to undertake a general review, at intervals of not less than three and not more than seven years, of the representation of its area. When the Boundary Commissions "have made their first general reports with respect to the whole of the United Kingdom, effect should be given to this first comprehensive scheme by Bill," effect being given to subsequent reports by Orders in Council.

House of Commons (Redistribution of Seats) Act

The House of Commons (Redistribution of Seats) Act, 1944, received the Royal Assent on 26th October, 1944. It implements the recommendations of the Speaker's Conference.

The Act provides for the establishment of permanent Boundary Commissions for the purpose of the continuous review of the distribution of seats at parliamentary elections ; and for an immediate division of constituencies—20 in number—having electorates exceeding 100,000.

University constituencies are excluded from the purview of the Act.

The Speaker of the House of Commons is to be the Chairman of each of the four Boundary Commissions.

7th November. A Home Office statement announced the appointment of Mr. Roland Burrows, K.C., to be Deputy Chairman of the Electoral Boundary Commission for England. The immediate task of the Commission will be to report on the redistribution of the "abnormally large" constituencies scheduled in the Act.

OTHER MATTERS CONSIDERED BY THE SPEAKER'S CONFERENCE

Reform of Franchise

The main recommendation under this head is that "the local government franchise shall be assimilated to the Parliamentary franchise and Parliamentary and local government elections shall be held on the same register, provided that Peers shall not lose their right to vote in local government elections."

Another recommendation relates to University Representation, which is to be maintained.

Methods of Election

The system of election known as Proportional Representation and the method of voting known as the Alternative Vote were considered and rejected.

Conduct and Cost of Parliamentary Elections and Expenses Falling on Candidates and Members of Parliament

This subject was dealt with in the second report of the Speaker's Conference, presented in July, 1944 (Cmd. 6543).

Among their recommendations under this head the Conference proposed a considerable reduction in the legal maximum scale of candidates' expenses; and deprecated substantial contributions to charitable or other organisations in the constituency; or to party funds.

List of Documents in order of mention in text

	<i>Net Price.</i>
Parliament (Elections and Meeting) Act, 1943, 6 and 7 Geo. 6. Ch. 48 ...	9d.
House of Commons (Redistribution of Seats) Act, 1944, 7 and 8 Geo. 6. Ch. 41	3d.
Report of the Committee on Electoral Machinery, December, 1942. Cmd. 6408	9d.
Conference on Electoral Reform and Redistribution of Seats :	
Letter from Mr. Speaker to the Prime Minister, May, 1944. Cmd. 6534	1d.
Letter from Mr. Speaker to the Prime Minister, July, 1944. Cmd. 6543	2d.
Representation of the People Act, 1918, 7 and 8 Geo. 5. Ch. 64 ...	—
Electoral Registration Regulations, 1944, dated 20th July, 1944 (S.R. and O. 1944, No. 900)	8d.

Pamphlet

<i>Organisation.</i>	<i>Title.</i>	<i>Where Obtainable.</i>
Liberal Party.	A People's Parliament— and How to Get It (August, 1944).	Liberal Publication Dept., 8, Gayfere Street, S.W.1. Price 6d.

F.—EMPLOYMENT

[Note: The connected subject of post-war industry is included under this head; see also under **Armed Forces**.]

Contents

- Employment Policy—The White Paper
- Location of Industry
- Export Trade
- Taxation as an instrument of Economic Policy
- Stability of Prices and Wages
- Equal Pay
- Monetary Policy
- Some Problems of the Transition Period :
 - Re-Allocation of Man-Power between Civilian Employments
 - Maintenance of Controls
 - Restoration of Industry :
 - Preliminary Discussions
 - Ministerial Responsibility
 - Deconcentration of Industry
 - Disposal of Surplus Stores and Factories
- Some Particular Problems :
 - Building Industry
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EMPLOYMENT POLICY—THE WHITE PAPER

“THE GOVERNMENT ACCEPT AS ONE OF THEIR PRIMARY AIMS AND RESPONSIBILITIES THE MAINTENANCE OF A HIGH AND STABLE LEVEL OF EMPLOYMENT AFTER THE WAR.”

These opening words of the White Paper on **Employment Policy** mark a turning point in the Government's approach to the problem of employment.

“In laying down that it is the primary responsibility of the Government to maintain a high and stable level of employment we are turning our back finally on past doctrines and past conceptions and looking forward with hope to a new era.” (Mr. Ernest Bevin opening the Debate on the White Paper, 21st June, 1944.)

9th November, 1943. In his Mansion House speech, the Prime Minister said : " I regard it as a definite part of the duty and responsibility of this National Government to have its plans perfected in a vast and practical scheme to make sure that, in the years immediately following the war, food, work and homes are found for all."

8th December. In his first speech as Minister of Reconstruction, Lord Woolton said : " We must put first things first, and the things that the people of this country want most urgently were quite clearly expressed by the Prime Minister when he spoke of work, homes and food. Sir William Beveridge is right in saying that full employment is the foundation of social security. *To ensure work for the nation—that is where reconstruction starts.*"

15th February, 1944. In a Debate on Post-War Work in the House of Lords, Lord Woolton foreshadowed certain steps which have since been included in the White Paper and need not be repeated here.

He referred to some of the difficulties of the transition period—the time taken in the alteration of machinery, shortage of many raw materials, problems arising from public demand exceeding supply—and said that " detailed plans . . . are being worked out in consultation between industry and Government in regard to the availability of labour and raw materials. . . .

During this period not only will it be necessary to have some control over raw materials . . . we shall have to have some form of control over consumption."

With regard to the long-term problem, Lord Woolton mentioned that " the Government will have the advantage . . . of a central service of statistical information and expert advice in interpreting and forecasting economic trends and movements of trade. . . .

The thing that creates unemployment is a failure . . . in effective demand. . . . I believe we can find a sort of **economic thermostat** that will enable that demand, which in point of fact is always present in this country, to become operative. If we can do that then we shall have done a great deal to attack the problem of unemployment in its earlier stage rather than attacking it when it has already arrived."

26th May, 1944. The White Paper on **Employment Policy** (Cmd. 6527), presented to Parliament by the Minister of Reconstruction, was published.

The White Paper outlines the policy which the Government propose to follow in pursuit of the aim set out at the head of this section. It is not primarily an outline of projected legislation ; " for employment cannot be created by Act of Parliament or by Government action alone. Government policy will be directed to bringing about conditions favourable to the maintenance of a high level of employment. But the success of the policy outlined in this Paper will ultimately depend on the understanding and support of the community as a whole—and especially on the efforts of employers and workers in industry. . . ."

Only a brief summary of this important Paper can be given in these notes.

" The level of employment and the standard of living which we can maintain in this country do not depend only upon conditions at home. We must continue to import from abroad a large proportion of our foodstuffs and raw

materials and to a greater extent than ever before we shall have to pay for them by the export of our goods and services." Exports cannot expand without prosperity abroad.

The Government are "seeking to create, through collaboration between the nations, conditions of international trade which will make it possible for all countries to pursue policies of full employment." Discussions which have been undertaken to this end are among the matters mentioned in Chapter I which deals with the **International and Industrial Background**.

Chapter II deals with the period of **Transition from War to Peace**. No problem of general unemployment in this period is envisaged. The numbers involved in the change-over from war-time to peace-time production may be the region of 7 millions. It will be a period of shortages, and patches of unemployment may develop where the industrial system fails to adapt itself quickly enough to peace-time production.

The Government's proposals for dealing with such problems include plans, already being worked out, to promote the orderly expansion of peace-time industries. Measures "to keep stability in the general level of prices" include rationing; price control, combined with a stable general level of costs secured, where necessary, by subsidies to check rise in the cost of living; maintaining the habit of saving; and capital control to the extent necessary to regulate the flow and direction of investment. A policy of cheap money will be pursued. Certain broad priorities will be established to avoid the production of unessential goods at the expense of essentials.

Chapter III is devoted to the **Balanced Distribution of Industry and Labour**, a problem of both the transitional and the long-term periods. Single-industry areas are to be ended.

Measures to be taken to prevent local unemployment in particular industries or areas include the promotion of the prosperity of the basic industries on which the area primarily depends; influencing the location of new enterprises so as to diversify the industrial composition of the area; removal of obstacles to the transfer of workers from one area to another and from one occupation to another; and the provision of training facilities to fit workers for new jobs—training allowances to be fixed on a higher scale than unemployment benefit, but not so high as full wages.

Chapter IV deals with **General Conditions of a High and Stable Level of Employment** in the long-term period.

The problem of cyclical unemployment—the alternate boom and slump—is recognised as a proper subject of Government control. "The Government are prepared to accept in future the responsibility for taking action at the earliest possible stage to arrest a threatened slump."

Proposals are made for maintaining a high level of total expenditure, the stability of prices and wages, and the mobility of labour.

Chapter V considers **Methods for Maintaining Total Expenditure** under the heads: Capital Expenditure, Consumption Expenditure, and Central Finance.

Proposals under the first head include concerted action between the Treasury and the banks to influence the volume of capital expenditure by variations in the rate of interest; and planned spending on public works to

check the onset of a depression. A co-ordinating body under Ministers will control the expenditure programmes to be submitted annually by public authorities for the ensuing five years.

The main proposal under the head of Consumption Expenditure is a system of varying contribution to be introduced within the new social insurance scheme designed to influence the purchasing power of the community. When unemployment is low the weekly contribution by employers and employed will be increased ; when it rises the contribution will be reduced and the public will have more money to spend.

An appendix elaborates the above proposal and sets out a scale for social insurance contributions under which a rise of four points in the unemployment percentage would result in an immediate increase of nearly £1 million a week in the incomes of the workers and a corresponding reduction in the costs of the employers.

Under the head Central Finance, it is proposed that the Chancellor of the Exchequer shall take account of the requirements of trade and employment in framing his annual budget. Therefore, a rigid policy of balancing the budget each year, regardless of the state of trade, will not be pursued ; but no departure from the principle that the budget must be balanced over a longer period is envisaged.

Chapter VI deals with the **Policy in Practice**. "To-day the conception of an expansionist economy and the broad principles governing its growth are widely accepted by men of affairs as well as by technical experts in all the great industrial countries. But the whole of the measures here proposed have never yet been systematically applied as part of the official economic policy of any Government. In these matters we shall be pioneers."

The Government intend to establish on a permanent basis a small central staff, qualified to measure and analyse economic trends and submit appreciations of them to the Ministers concerned, for quick and accurate diagnosis is essential.

In order that they may have exact quantitative information about current economic movements, employers will be asked to co-operate in the supply of statistics.

It is also proposed to develop the annual White Paper on National Income and Expenditure by providing a much more complete analysis than hitherto of the country's total expenditure.

At every stage there will be parallel studies of the manpower position. These will be undertaken by the Ministry of Labour and National Service. The surveys will constitute a manpower "budget" and will indicate the probable supply of labour over the coming period and the effects upon employment of Government projects designed to modify the volume of investment or expenditure.

"The correlation of these complementary budgets—for total expenditure and for manpower—will . . . play a vital part in the formulation of Government policy for the maintenance of employment."

After Debates lasting three days (21st, 22nd and 23rd June) in the House of Commons and two days (5th and 6th July) in the House of Lords, a resolution welcoming the declaration of His Majesty's Government as set out at the head of this section was passed in both Houses.

Paragraph 83 of the White Paper mentions the principal classes of statistics "which must be obtained for the efficient operation of an employment policy." Among these are "statistics of employment and unemployment, including . . . statements of present and prospective employment in the main industries and areas in the country, **based on returns from employers**;" and "an annual census of production . . . including . . . details of the quantity and value of output, stocks, and work in progress."

21st June, 1944. Referring to the "very important survey . . . called the Man-power Budget," Mr. Bevin said: "The returns of the human budget will be compulsory. . . . The intention of the Government is that this kind of return, with the Census of Production, should be obligatory. . . ."

17th November. In a White Paper on Recruitment to Established Posts in the Civil Service during the Reconstruction Period (Cmd. 6567) mention is made of the Government's decision "to retain after the war a central body of economists and statisticians such as has been set up in the Cabinet Offices during the war."

LOCATION OF INDUSTRY

[For the Government's views on the "Barlow Report" on the Distribution of the Industrial Population see under **Physical Planning**.]

Important speeches on the Location of Industry, with particular reference to the former "distressed areas"—now to be called "development areas"—were made by the President of the Board of Trade on 8th December, 1943, and 7th June, 1944. The latter speech, made after the publication of the White Paper on Employment Policy, makes it unnecessary for more than a passing reference to be made to the former.

8th December, 1943. Mr. Dalton referred to the high priority that must be given to industrial building in the areas in question.

"Taking the country as a whole, most of our building labour and material after the war will be required for housing . . . rather than for industrial building. . . . But there are certain areas . . . where industrial building is not less important than new housing.

Therefore . . . as far as labour and material are available for industrial building, including the adaptation of Government factories to new uses and repairs and extensions to other factories, we shall aim at giving a high priority to industrial building . . . in the difficult areas where there is serious danger of unemployment."

The present system of permits for new building "issued on the advice of the Board of Trade by the Ministry of Works . . . will be a most powerful lever for influencing the location of industry in the transitional period . . . I shall advise the issue of permits for industrial building . . . not merely to provide employment, but to provide it where it is most required."

Mr. Dalton also referred to his talks with industrialists on the possibility of their undertaking production in one or other of the difficult areas.

"I have had certain conversations . . . with industrialists and so has . . . the Parliamentary Secretary to the Board of Trade, and we propose to have some more. . . . My purpose is to see how far we can create an interest in new

industrial development in these areas. . . . We have found a remarkable degree of willingness, especially on the part of big firms, to consider suggestions by the Board of Trade as to the future location of their factories. . . .”

7th June, 1944. Mr. Dalton’s speech was mainly “a broad statement of that part of the White Paper [Chapter III, paragraphs 20-30] which deals with location of industry.”

In the course of this statement he announced the Government’s views on the Barlow Report on the Distribution of the Industrial Population.

Mr. Dalton drew attention to the “line of attack, intended by the Government and found in paragraph 25 of the White Paper : *By so influencing the location of new enterprises as to diversify the industrial composition of areas which are particularly vulnerable to unemployment.*”

The main proposals to that end, set out in paragraphs 26 and 27, and mentioned by Mr. Dalton include :

- (i) “It is only in the field of the construction of new factories or extensions of existing factories that the Government can influence the location of industry.”
- (ii) The Government will require “industrialists who have any important schemes [of this nature] in mind [to notify them] of what they intend to do and to discuss it with them.”
- (iii) The Government are going to take permanently the power, which they have now, “to prohibit the establishment of a new factory in any district where they consider that serious disadvantage would arise from further industrial development.”
- (iv) “The Government will . . . use their influence . . . to steer new factory development into the areas where . . . new industrial development should take place.”
- (v) In doing this “the Government . . . will take account not only of industrial and social, but also of strategic and defence considerations.”
- (vi) “Factories engaged in arms production in the Development Areas, where this arms production will be required as part of the permanent defence arrangements of the country, shall, so far as that is practicable, continue to produce munitions after the war.” Otherwise such factories will be given “the quickest possible release in order to enable them to switch over to production for civilian purposes.”
- (vii) **Industrial Building Permits**, “the most powerful lever which the Government dispose of with regard to the future location of industry,” will be used to “give priority to these areas in the grant of licences for the building of new factories and extensions of existing factories.”
- (viii) **Trading Estates**. “The Government will continue the policy of erecting in Development Areas factories, in individual or collective units for sale or lease. The trading estates were one of the developments of the inter-war period. . . . We shall aim at a larger number and a wider dispersal of trading estates.”

(ix) **Financial Assistance.** "Detailed particulars of the financial assistance and the manner in which it will be furnished [for new businesses establishing themselves in these areas] are under discussion."

(x) **Basic Services.** The Minister of War Transport has promised "to give special consideration" to the matter of "communications by road, rail and sea, to and through these Development Areas." This is "one of the most necessary measures to be taken to get full employment and prosperity in the areas. . . ."

Mr. Dalton instanced the project for a new bridge across the Severn. This "will be a big new inducement for industries to settle in South Wales." (See under **Physical Planning**.)

"The measures required in order to bring about full employment in the various areas concerned will vary according to the character of the area and from time to time. . . . There can be no final list of Development Areas. . . . The test of the success of the Government's policy will be that unemployment in any particular area concerned shall be brought down to whatever is the national level for the time being . . . while that average must be reduced to the very lowest figure which the general policy of the Government can bring about. . . ."

"The Government is committed, in this White Paper, to a new far-reaching policy designed to secure employment not only for the country as a whole but in these Development Areas also. No Government previously has committed itself along these lines. . . ."

"If such a policy is pressed forward with vigour . . . it will give us in a comparatively short term of years a well-balanced and diversified industry in each main region in the country . . . a sure foundation for the employment of our people in the years to come."

EXPORT TRADE

"When we speak of the need of full employment in this country, we must not at any time forget how much that aim is linked up with good employment for our export industries" (Sir Kingsley Wood, 12th May, 1943).

The White Paper stresses the importance of export trade in maintaining the level of employment in this country. Export trade "before the war provided employment for about one and three-quarter million persons. . . . To avoid an unfavourable foreign balance, we must export much more than we did before the war."

25th April, 1944. The Chancellor of the Exchequer, Sir John Anderson, said: "The Government cannot make an export trade. That depends on the manufacturers, merchants and workpeople of this country. What the Government can do is to try to make conditions in which export trade can flourish, by its foreign policy of co-operation in the international field, by an appropriate internal policy in managing and disposing of physical resources, material and labour, and by its financial policy."

16th May. Lord Woolton reinforced this statement: "The conclusion at which we have arrived is that the Government are endeavouring to work on the basis of an expansionist policy; that they are working in concert with

the Commonwealth and with foreign countries to establish world conditions that will be favourable to the development of our own export trade. . . . Whether we get it or not will, in the long run, depend upon . . . *the efficiency of our own manufacturers in this country. . . .*"

If our manufacturers use that skill, enterprise and scientific knowledge which they have used so fully in the war "with the same eagerness that they have shown in using it during the last few years, I believe that we shall be able to get that large increase of export trade on which the whole of the policy of full employment in this country, in the long run, will depend."

Export Credits Guarantee Department

27th July, 1943. The Secretary to the Department of Overseas Trade, Mr. Harcourt Johnstone, said that the **Export Credits Guarantee Department** must play "an important part in the post-war period. I have asked the Advisory Council of the Department to make recommendations for assisting the post-war usefulness of the Department, and their recommendations have been made and are now being carefully considered. I feel sure that after the war it may well be desirable that Parliament should be asked to increase the statutory limits upon the potential volume of liability at any one time accepted by the Department."

4th July, 1944. Mr. Dalton said that he hoped, "following consultation with . . . the Chancellor of the Exchequer, to be able to introduce legislation next Session to extend export credits facilities."

Preparation of Reports

27th July, 1943. Mr. Harcourt Johnstone, describing the work on post-war problems being done by his Department, said : "Arrangements are now in train for the production of reports of two kinds (1) geographical, upon individual markets, and (2) industrial, to indicate the particular export industries and the conditions they are likely to find in all the more important markets. . . . The intention is that these reports should be available for issue to chambers of commerce, trading organisations, export groups and individual export firms. When export trade as we knew it before can be resumed, I hope that this will prove to be of assistance to our manufacturers and merchants and make some contribution towards the reabsorption of labour into our industries when they turn over from war to peace."

16th December. Mr. Harcourt Johnstone added that "these [geographical and industrial] reports are being continuously revised, so that the final product may be as up to date as possible. At the same time discussions are taking place with a large number of industries in order that views may be exchanged about their particular export trade problems, and to ensure that the services of the Department are on lines that will afford the maximum assistance to exporters. A number of the Department's overseas officers have already been brought home for consultation, and this practice is being continued and developed. Moreover, a senior officer of the Department has recently been in the Middle East conferring with the Department's officers in the area and it is intended that similar conferences shall take place in other parts of the world."

TAXATION AS AN INSTRUMENT OF ECONOMIC POLICY

The White Paper referred to the announcement by the Chancellor of the Exchequer in his Budget speech of the means by which taxation policy will be adapted to foster the development of industrial research, and to facilitate the modernisation of industrial plant, machinery and buildings. "These important modifications in the incidence of taxation on industry will make a substantial contribution towards industrial recovery after the war. . . ."

Post-War Taxation

21st March, 1943. The Prime Minister referred to this subject in his broadcast :

"Direct taxation on all classes stands at unprecedented and sterilising levels. Besides this there is indirect taxation raised to a remarkable height.

"In war time our people are willing and even proud to pay all these taxes. But such conditions could not continue in peace. We must expect taxation after the war to be heavier than it was before the war, but we do not intend to shape our plans or levy taxation in a way which, by removing personal incentive, would destroy initiative and enterprise."

23rd May, 1944. The Chancellor of the Exchequer, Sir John Anderson, touched on the prospects of taxation relief in moving the Second Reading of the Finance Bill.

"The public, who have borne great hardships without complaint, are entitled to some little hope of relief," but "there will be a period during which the gap between taxation revenue and expenditure will still be considerable. It must be our aim to narrow that gap as speedily as possible. We must maintain a high level of tax revenue. We can only do that by maintaining the balance between direct and indirect taxation. We can only maintain the productivity of direct taxation by keeping the wide sweep which it now has. . . .

A material reduction in taxation within a reasonable period of time would be universally regarded as a desirable objective of policy."

Taxation of Industry : Excess Profits Tax

Terminal Losses. *12th April, 1943.* The late Chancellor of the Exchequer, Sir Kingsley Wood, in his Budget speech, gave an assurance to industry that allowance will be made, in computing liability to Excess Profits Tax, in respect of **terminal losses**—that is the expenses or losses that may be involved in changing back from war-time to peace-time conditions."

14th April. He cited, as instances of such terminal losses, "the restoration of factory lay-out which has been altered for war purposes, the return of factories which have been dispersed, the undoing of A.R.P. measures, the valuation of stocks and deferred expenditure on repairs and renewals."

Post-War Credit. *18th May, 1943.* In introducing the Finance Bill, Sir Kingsley Wood referred to another "very important provision" made in war-time legislation (Finance Act, 1941) to help industry to face the expenditure involved in the return to peace conditions and improvement of capital equipment ; namely, the post-war credit of 20 per cent. of Excess Profits Tax,

paid at the 100 per cent. rate.* The fund thereby created, which is intended to be used for the modernisation and development of business, represents an important contribution from the national resources towards the problem of post-war reconstruction. . . .”

25th April, 1944. Sir John Anderson said that after “allowing for the Income Tax payable on all refunds of Excess Profits Tax, the post-war credit represents . . . a fund growing at the rate of £40,000,000 to £50,000,000 a year. The availability, after the war, of such a fund must obviously be a great factor in enabling industry to turn back to peace-time production, and to face any expenditure involved therein.”

Taxation of Industry : Income Tax

12th April, 1943. Sir Kingsley Wood announced, in his Budget speech, that he had asked the Board of Inland Revenue to examine the subject of the incidence of Income Tax on industrial profits, with particular reference to “profits that are not distributed, but are ploughed back into the business and the treatment of capital expenditure for which no allowance is made under the existing taxation code.”

25th April, 1944. Sir John Anderson said that following on the inquiry thus initiated, he was able to make “some important declarations of Government policy.”

The following are the main items of taxation relief mentioned by Sir John Anderson :

Plant and Machinery. “The deduction from taxable profits of 20 per cent. allowance on all expenditure on new plant and machinery.”

New Industrial Buildings. The deduction from taxable profits of “10 per cent. allowance on all expenditure on new industrial buildings.”

The above reliefs apply also to Agriculture (see under **Agriculture**).

Extractive Industries. A depreciation allowance will be introduced “in the extractive industries, that is, in mines, oil wells, quarries and the like, where capital expenditure is incurred on various types of assets which are limited in life by the life of the mineral or oil deposits. New expenditure in respect of sinking shafts and the provision of surface facilities will qualify for an additional allowance on the same principle as new buildings, plant and machinery, and the balance of expenditure will be written off against subsequent profits.”

Scientific Research. Pointing out that research has three aspects—fundamental research, the pilot plant stage and the commercial production of the product—which are “integral parts of the same creative process,” Sir John Anderson said : “In considering the help which taxation policy can give to research, my aim has been to help the whole process. . . . My proposal is that :

- (i) Any research expenditure of a capital character [carried on by a trading concern on its own account] which means normally expenditure on laboratory buildings, plant and machinery, should be allowed over a period of five years, or over the life of the assets, if shorter, as a deduction from profits for Income Tax purposes. . . .

- (ii) All **current** research expenditure, such as salaries, wages, cost of materials, repairs, and so forth, will be allowed as and when incurred by the trader. . . .
- (iii) Any payment . . . made by a trader to a central research body approved by the Department of Scientific and Industrial Research shall be allowed, as and when made, as a deduction in computing the profits of the concern."

Oil Duties. Steps are being taken "to make sure that the tariff offers no obstacle to the chemical industry in obtaining the necessary raw materials from oil" for plastics, etc. An inquiry will be set on foot by the Minister of Fuel and Power and the Chancellor, to obtain "the necessary data on which specific proposals can be based."

27th April. Sir John Anderson explained in the above connection that "petroleum technology has great possibilities in this country, but it has been subject, because of the heavy incidence of taxation on the raw material, to peculiar disabilities and handicaps."

26th August. The Committee foreshadowed above has been constituted. Its terms of reference were announced in a Statement from the Ministry of Fuel and Power.

[It may be noted that a statement of the existing Government Organisation for the promotion of scientific research and development was published on 6th April, 1944, under the title **Scientific Research and Development** (Cmd. 6514).

The purpose of this White Paper is "to describe existing Government machinery for the promotion of scientific research and development. The Government hope that it may provide a useful background for the discussion of the part which the Government can play in this important field after the war.

"A brief description is given of the constitution and functions of the Development Commission and of the three Committees of the Privy Council, for Scientific and Industrial Research, for Medical Research, and for Agricultural Research, and the organisations working under them."

"Fundamental" or "pure" research is largely carried out in the Universities. Provision is made by the Government for financial assistance to the Universities for this purpose through the University Grants Committee.]

STABILITY OF PRICES AND WAGES

This subject is dealt with at some length in the White Paper, which emphasises that it is "of vital importance to any employment policy" to maintain expenditure which cannot be done "unless wages and prices are kept reasonably stable."

30th November, 1943. The Minister without Portfolio, Sir William Jowitt, pointed out that "measures for the stabilisation of prices in relation to wage levels are inseparable from any scheme for ensuring employment for the people. . . . Plans are being elaborated. . . . The extent to which it may be practicable and necessary to adopt such plans, or any part of them, before the end of the war in supplementation of war-time measures of stabilisation can best be considered when the plans are finally completed."

20th January, 1944. The Minister of Labour and National Service, Mr. Ernest Bevin, said that he was engaged in formulating proposals for the purpose of "ensuring for the post-war period that there is adequate machinery for the effective regulation of wages and conditions of employment so that recognised standards are established and observed. . . .

"It is the policy of the Government to establish machinery that will have the power to establish minimum wages in all cases. I must distinguish between the machinery established by the Government for this purpose, and the fixing of minimum wages by the Government itself."

EQUAL PAY

9th May, 1944. The Prime Minister announced that the Government have decided to set up a Royal Commission to consider the matter of equal pay for equal work.

Mr. Churchill indicated that immediate acceptance of the principle would involve an addition of £42,000,000 to current expenditure.

2nd August. The Deputy Prime Minister, Mr. Attlee, announced the terms of reference of the proposed Royal Commission on Equal Pay, which are as follows :

"To examine the existing relationship between the remuneration of men and women in the public services, in industry and in other fields of employment ; to consider the social, economic and financial implications of the claim of equal pay for equal work ; and to report."

26th September. The Prime Minister announced that "Mr. Justice Asquith will act as Chairman of the Royal Commission."

12th October. Mr. Attlee named the full personnel of the Royal Commission.

MONETARY POLICY

The White Paper lays down that it is "an essential part of the Government's employment policy to co-operate actively with other nations." Such international co-operation would be directed, among other matters, "to ensure reasonably steady rates of exchange" and to assist "countries which are faced with temporary difficulties in their balance of payments."

International monetary policy lies outside the scope of this survey and can only be given a passing reference.

10th May, 1944. The subject was debated in the House of Commons on the basis of the **Joint Statement by Experts on the Establishment of an International Monetary Fund**, published on 24th April, 1944 (Cmd. 6519).

This Statement was conceived as part of a general plan for international co-operation, the objectives of which, as a whole, would be the progressive development of international trade, active employment, reasonable stability of prices, and the machinery for the orderly adjustment of exchanges. Sir John Anderson emphasised the bearing of such proposals on "the policy of full employment to which the Government stands pledged."

The **United Nations Monetary and Financial Conference**, has since been held at Bretton Woods, New Hampshire, U.S.A., from 1st to

22nd July, 1944. The **Final Act** of the Conference proposing the establishment of an **International Monetary Fund** has been published as a **White Paper** (Cmd. 6546).

The White Paper has not yet been considered by Parliament.

SOME PROBLEMS OF THE TRANSITION PERIOD

Re-Allocation of Man-Power between Civilian Employments

16th November, 1944. A White Paper on **Re-Allocation of Man-Power between Civilian Employments during any Interim Period between the Defeat of Germany and the Defeat of Japan** was published (Cmd. 6568).

A previous White Paper on the **Re-Allocation of Man-Power between the Armed Forces and Civilian Employment** (Cmd. 6548) set out the Government's proposals for the release of men and women from the Armed Forces during the same period and has been noted under **Armed Forces—Demobilisation** above. The present Paper sets out the Government's plans for the reallocation of man-power within civilian employments, the object being the orderly redistribution of man-power between war work, reconstruction employments, and export and home goods industries. The two White Papers should be read together ; they form a single plan for the best utilisation of the country's man-power resources in the national interest during the period when Japan still remains to be defeated.

"The reallocation of man-power during this period must be undertaken on a planned basis involving in some measure a continuance of control over industry and labour."

The guiding considerations are :

- (1) The governing consideration must be the needs of the Armed Forces, of essential production and of essential services ; for this purpose man-power resources must be employed where they are most needed in the national interest.
- (2) At the same time the aim is to ease the control over man-power wherever possible and to meet so far as possible the natural desire of workers to return home and to seek work where they please and of employers to engage labour freely.

General Principles of Redistribution

The White Paper describes in Section II the proposals to carry out these objectives, dealing (a) with persons engaged in civilian employment and (b) with persons discharged or released from the Armed Forces or Civil Defence.

Persons engaged in civilian employment : With the object of easing the pressure of control as much as possible consistently with the national interest, the principal aims set out in the White Paper are :

- (i) that certain classes of persons whose retention in industry would be a considerable personal hardship (e.g. on account of age or, in the case of women, family responsibilities), should be allowed to retire if they so desire ;

- (ii) that persons who have been away from home a long time should be transferred back home or near to their homes so far as practicable ;
- (iii) that experienced workers should be transferred back to their former industries.

It is the intention to apply the first of these principles irrespective of the work on which the persons concerned are engaged, but the application of the second and third principles is subject to the paramount claims of the Armed Forces and of essential industry and service.

It is unnecessary for the purposes of the present survey to enter into the detailed proposals for carrying out these aims. For these the reader is referred to the White Paper.

Men and women released or transferred from the Armed Forces or Civil Defence: The scheme of redistribution will apply to them but will be adjusted to fit in with certain special arrangements.

The special arrangements relating to persons released from the Armed Forces have been noted under **Armed Forces** above. Persons released from Civil Defence will become subject to the current labour controls immediately on discharge, except that those possessing reinstatement rights will be allowed to exercise them.

Labour Controls

Section III of the White Paper deals with labour controls in the interim period. [For an outline of the Government's Policy in regard to controls other than those relating to man-power see the Prime Minister's statement, 16th November, 1944, under **Maintenance of Controls** below].

In carrying out the scheme "the aim will be to effect the necessary redistribution of man-power as far as possible on a voluntary basis and to narrow the field of compulsion to the strictest limits." But if the necessary adjustments are to be made in an orderly manner and with reasonable fairness to all concerned "the Government must retain a substantial measure of control over the movement of labour. Some relaxation of control will be possible immediately hostilities in Europe cease, and it is expected that a further progressive relaxation will be possible during the interim period."

The various powers of control which the Government feel they must maintain and the way in which it is proposed to exercise them are set out in the White Paper.

Maintenance of Controls

The need for the maintenance of certain controls during the transition period is mentioned in the White Paper. "Rationing and a measure of price control must be continued for some time The use of capital will have to be controlled to the extent necessary to regulate the flow and direction of investment. . . ."

7th September, 1943. The President of the Board of Trade, Mr. Hugh Dalton, referred to the subject in a broadcast talk.

" . . . The Government intends—and both the Chancellor of the Exchequer and I have said so in the House of Commons—to keep war-time controls so

long as they are necessary. We shall be able to get rid of some of them quite early, and to relax others. No one wants controls for their own sake, but some controls will be essential in order to prevent unemployment, to prevent inflation, to prevent a scramble and a muddle and a mess in the great change-over from war to peace."

12th October. The Prime Minister reinforced this : " It is common ground that, in the words of the late Chancellor of the Exchequer in this House on the 3rd February : ' A considerable measure of control of our economic life will have to continue after the war. ' "

6th July, 1944. Lord Woolton said : " . . . we have already prepared a whole list of these Controls, we have had an official Committee working for some time to see which can be got rid of at the earliest possible moment, and how the other Controls can, with advantage to the country, be got rid of as conditions allow."

16th November. The Prime Minister made a statement on controls in " the period between the defeat of Germany and the defeat of Japan." Mr. Churchill said ; " It is not possible to look beyond the end of the Japanese war. . . . Until Japan has been defeated the war must have first call on all our efforts. . . .

As stated in the White Paper published to-day [Re-allocation of Man-power between Civilian Employments, etc., Cmd. 6568 see above], the existing system of allocating man-power to the Forces and to the various industries will be maintained. Nevertheless, it is intended to mitigate, so far as possible, the rigidity of the existing control over labour.

Many of the war-time controls over raw materials, industrial activity, agriculture, food, transport and so forth will likewise be as necessary in this period as they are to-day. In these fields also relaxation will be possible and will be made, so far as circumstances permit, and in an orderly manner. . . .

It is too early to forecast the stages by which control will be released. The whole matter will be dealt with in a severely practical manner . . . as part of an organised scheme. . . . The governing consideration in every way should be the public interest."

RESTORATION OF INDUSTRY

Preliminary Discussions

Some indication of the steps being taken for the restoration of industry was given by the President of the Board of Trade in the course of the Debate on Economic Policy in the House of Commons on 2nd and 3rd February, 1943, when Mr. Dalton referred to discussions with national bodies and particular industries.

3rd February, 1943. Mr. Dalton said : " I have made arrangements for an intensified study of post-war problems. Consultations are now going forward systematically, both with certain national bodies . . . and also with particular industries."

National Bodies. These National Bodies included the Association of British Chambers of Commerce, Federation of British Industries, Trades Union Congress, Parliamentary Committee of the Co-operative Congress, National Union of Manufacturers, British Employers Confederation. " I hope, having

had this series of consultations . . . to be able to draw up a plan particularly embodying points that are common ground as between them and to pursue further with them a closer study of problems which emerge upon the national plane as distinct from the plane of individual industry."

Particular Industries. "I have set on foot approaches to particular industries, to their trade associations, and I have asked that . . the following matters shall be discussed industry by industry."

- (i) "What . . . are the main obstacles . . . to the restoration of full activity in their industry within a reasonable period, say, a period of six or twelve months after the cessation of hostilities? . . . What . . . are the chief obstacles in the way of their making their full contribution to employment and trade activity in this country? How do they consider that these obstacles can best be overcome, and at what point do they wish the Government to intervene to assist them in the matter?"
- (ii) "What is the probable condition of their capital equipment at the end of the war? . . . How far . . . the modernisation of plant on a considerable scale will need to be undertaken. . . ."

Mr. Dalton added: "When we have an answer to that question, it may be that I shall have to approach . . . the Chancellor of the Exchequer to see how far he can assist" (see under **Taxation of Industry: Excess Profits Tax**, above).

- (iii) "What new products have been developed as a result of new inventions and so forth, and what new varieties of existing products or completely new products can be placed upon the market?"

When these questions are "answered industry by industry" it will become possible to "get a picture of the post-war problems confronting separate industries . . . to estimate the total volume of employment on which we may reasonably count [and] the obstacles which must be overcome, if we are to achieve it."

Mr. Dalton referred on this occasion to the discussions that had been held with the cotton, potteries, woollen and worsted, and clothing industries.

Heavy Engineering Trades. 27th September, 1944. The Parliamentary Secretary to the Board of Trade, Captain Waterhouse, said that "special attention is being given to the practical steps required to secure the smooth transition from work on war contracts to work on civil orders. Information has been obtained from the engineering industry about the rate at which individual firms would like to have their work tapered off, and the information has been placed before the Supply Departments. Attention is also being paid to the provision of materials and to enabling engineering firms to use key workers, such as designers, for preparatory work."

Ministerial Responsibility

15th November, 1944. The Prime Minister made a statement on ministerial responsibility for the reconversion of industry. "The main responsibility for the organisation of the change-over is shared between the President of the Board of Trade, who has a general responsibility in connection with the establishment of civilian industry, the Minister of Production, who has a general responsibility for planning and concerting the release of resources

as these can be spared from war production, and the Minister of Labour and National Service, whose responsibility extends to the supply of labour for all classes of production and services."

"Deconcentration" of Industry

Another problem of the transition period is the "deconcentration" of industry.

In the White Paper on **Concentration of Production**, March, 1941 (Cmd. 6258), the Government gave an undertaking that the Departments concerned would as soon as possible after the war take all measures open to them to assist the speedy reopening of factories closed under concentration arrangements. "Meanwhile, the Board of Trade will keep a record of factories closed down and the Ministry of Labour will keep a record of transferred workers so that their return to their old employment after the war may be facilitated."

6th July, 1944. Lord Woolton said, in this connection, that "the President of the Board of Trade has already set up machinery to carry out the undertakings which were given."

On 3rd August, 1943, Mr. Dalton mentioned that "trade marks of concentrated firms are fully protected under the Defence Regulations, for as long as the concentration continues and for one year afterwards."

Disposal of Surplus Stores and Factories

Among the measures proposed in the White Paper to reduce unemployment during the transition period to a minimum, are :

"Arranging that the disposal of surplus Government stocks shall not prejudice the re-establishment and development of the normal trade channels for producing and distributing similar goods ;" and

"Regulating the disposal of Government factories in such a way as to help towards the early restoration of employment."

2nd November, 1943. Mr. Dalton made a statement of Government policy on this subject. "There must be, after the war, an orderly disposal of surplus goods, which, on the one hand, will not allow profiteering at the expense of the consumer, and, on the other hand, will pay due regard to the interests of producers and distributors. The Government have decided that disposal shall be carried out, in each particular case, through the agency of the Department mainly concerned with the supply of the goods during the war. Before working out the plans for disposal, the Board of Trade, together with other responsible Departments, will consult with representatives of the producers, [including the representatives of the trade unions], and . . . distributors concerned."

The Government have further decided that the Board of Trade, through its Factory and Storage Control, shall co-ordinate the disposal of all surplus Government factories. With a view to decisions being taken as to the best use to which these can be put in the national interest, the Control will compile lists of factories and of applicants for them. The Government recognise the importance of reaching such decisions before the end of the war in as many cases as possible, but much must depend on the course of events, including future

programmes of war production. Special attention will be paid to the release of factories urgently needed for peace-time production and to the possibility of converting into trading estates some of the premises no longer required for Government work."

In reply to a question, Mr. Dalton added, "It is not ruled out that the Government will retain these factories. We are anxious in the first instance, to have information as to the alternative uses to which each factory can be put, whether by Government, private, trading estate or any other agencies. . . . We shall . . . have particular regard to the employment aspect of the case in each particular locality."

18th July, 1944. "The general lines on which the Government propose to proceed in disposing of surplus stores" were indicated in a White Paper, **Government Surplus Stores—Plans for Disposal** (Cmd. 6539).

Of the three classes of likely surplus stores, raw materials, munition stores and manufactured civilian stores, the White Paper is mainly concerned with the last class. It refers to Mr. Dalton's statement of 2nd November, 1943, and sets out the results of the Government's further examination of the policy then announced.

The general principles which the Government intend to adopt are as follows :

- (a) To release the stocks at a rate which, while fast enough to get the goods into the hands of consumers when they are most required and to clear badly needed storage and production space, aims at avoiding adverse effects on production through flooding the market ;
- (b) Unless there is good reason to the contrary, to distribute the goods through those traders or manufacturers who would normally handle or use them, and to secure that ultimate consumers in all parts of the country have a fair opportunity to buy them ;
- (c) To ensure, if necessary by statutory price control, that the prices charged to the ultimate consumer are fair and reasonable in relation to the current prices of similar articles, to prevent profiteering on the part of dealers handling the goods, and to keep down the number of intermediaries to the minimum compatible with a proper distribution.

Provisional disposal plans will be prepared before the time when the goods are actually available for disposal in any quantity.

"The Government reserve the liberty to develop and modify their policy in the light of experience and changing circumstances, or in accordance with any international agreements which may be made."

25th July. The White Paper on Government Surplus Stores was debated in the House of Commons. In the course of the Debate, Mr. Dalton added "something beyond what is contained in [the White Paper], on the subject of Government Factories."

He referred to his statement on this subject on 2nd November, 1943 (above) and added : "Since then, we have been studying the matter closely within the framework of that declaration and the Government have recently been considering, in particular, two questions of principle regarding Government factories. The first is : are these to be disposed of to the highest bidder or, in the alternative, should they be allocated by the Government according to

broader social and economic criteria? The second is : should these factories normally be sold or should they normally be leased to the particular applicants. . . ?

We should regard the control and location of Government factories as being one aspect of the general policy laid down in the White Paper on employment of meeting our more urgent home and export demands in front of less urgent and less essential requirements.

Therefore, in the location of factories, the Government will take account of the following considerations."

- (i) "The establishment of a balanced distribution of industry in the particular area where the factory is situated, and of the contribution which the factory can make to local employment in the area."
- (ii) "The need to expand our export trade."
- (iii) "The need to maintain a suitable war potential in the years of peace."
- (iv) "The requirements of town and country planning."
- (v) "The ability of the various applicants for factory premises to make efficient use of such premises with the minimum of reconstruction."

" . . . Therefore, it is the intention of the Government to have the allocation of factories after the war settled in accordance with those criteria, which I have indicated, and not in accordance with competitive bidding by the various applicants. . . .

On the second point, as between the leasing and selling of factories the Government have decided that we should not lay down any hard and fast rule to cover all cases, but that the normal procedure for the disposal of factories should be one of leasing and not of selling. . . ."

10th October. A Board of Trade announcement invited applications from "industrialists who require after the war 10,000 sq. ft. or more in surplus Government factories or storage premises and who are willing to use them for peace-time industrial purposes."

24th October. Mr. Dalton stated that the number of Government factories that will be available to private enterprise after the war will be "approximately 1,000."

SOME PARTICULAR PROBLEMS

Some particular problems on which action has been or is being taken by the Government may be noted.

Building Industry

For Training for the Building Industry see under **Housing**

Catering Industry

The Catering Wages Act, 1943, makes provision for regulating the remuneration and conditions of employment of catering and other workers and, in connection therewith, for their health and welfare and the general improvement and development of the industries in which they are employed.

The Act establishes a **Catering Wages Commission**, one of the functions of which is to make inquiries into the methods of regulating wages in the catering trades. If they are of opinion that methods of wages regulation in any branch of the catering trades are inadequate they may recommend to the Minister of Labour and National Service the establishment of a **wages board**.

On the recommendation of the Commission the Minister has made an Order establishing such a wages board for industrial and staff canteens, with certain exceptions. It is estimated that the number of canteens covered by the Order will be about 16,000 and employing nearly 200,000 workpeople (Ministry of Labour and National Service statement, 16th March, 1944).

The Commission have given notice of their intention to recommend the establishment of another wages board for workers employed in unlicensed non-residential places of refreshment and central catering establishments, or by catering Contractors, and further boards are proposed for certain other branches of the catering trades (Ministry of Labour and National Service statement, 27th September, 1944).

Another function of the Catering Wages Commission is to "make such inquiries as they think fit or as they may be directed by the Minister to make into means for meeting the requirements of the public including in particular the requirements of visitors from overseas, and for developing the tourist traffic."

5th August, 1943. The Joint Parliamentary Secretary to the Ministry of Labour, Mr. McCorquodale, stated that the Minister has issued a formal direction to the Catering Wages Commission on 15th July, "directing them to inquire into the effect of war conditions on the hotel and catering services and to review the measures necessary to meet the requirements of the public, including visitors from overseas, in the immediate post-war period."

26th September, 1944. The first Annual Report, 1943-44, of the Catering Wages Commission was published.

On the subject of the Minister's direction, dated 15th July, 1943, the Report mentioned that the Commission's inquiries into the post-war rehabilitation of the catering industry were nearing completion; but that there had been little opportunity in the first year of the Commission's existence "of studying in detail the separate and formidable problem of the development of the tourist traffic."

Coal Mining Industry

5th September, 1943. In a broadcast on "Manpower and Coal," Mr. Bevin, referring to the future of the industry, said that the Government wants to do all that it can to maintain all the improvements that have been achieved: namely, the guaranteed week; the bettering of transport facilities; the increase in mechanisation; the provision of canteen and medical services; the establishment of the national minimum wage and the negotiation of wage standards of a progressive character. "The present system of control is so arranged that it will continue until Parliament has an opportunity of re-examining the whole problem afresh in the light of the conditions prevailing when the war ends. The industry can rest assured, therefore, that there will be no drastic or sudden change until Parliament has discussed it and the industry has been consulted."

13th October. Emphasising this point, the Prime Minister stated that "His Majesty's Government gave this assurance . . . that the present system of control, plus any improvements that may be made to it, will be continued after the war until Parliament shall decide upon the future structure of the industry."

Until then "there will be no decisive change in the present structure of the coal industry or any removal of the many guarantees for the continuity of employment and wages, and limitation of profits which are embodied in it. . . . In my opinion, at least a year of stabilisation, probably a good deal more, under the present war-time White Paper [Coal, Cmd. 6364] conditions, can be counted on by the mining community."

21st April, 1944. The Minister of Fuel and Power, Major Lloyd George, made a statement regarding the wage agreement reached by the two sides of the coal industry.

The proposals submitted by the Minister and embodied, in substance, in the agreement, had two main objectives :

- (i) "To allay the fears of the mineworkers about their post-war position." For this reason, he had proposed "that the agreement should run for at least four years."
- (ii) "To offer as great an incentive as possible to the productive workers." The agreed formula "ensures that the reward for greater output is substantially increased."

The proposals aimed at "a stable wage basis, on which a better future for the industry might be built and, for the country, freedom from the disturbances of its economic life which are the inevitable outcome of wage dissensions in coal mining."

3rd October, 1944. A Ministry of Fuel and Power statement announced the appointment of a Technical Committee of Mining Engineers, under the chairmanship of Mr. Charles C. Reid, the Production Director at the Ministry, with the following terms of reference :

"To examine the present technique of coal production from coal face to railway wagon, and to advise what technical changes are necessary in order to bring the industry to a state of full technical efficiency."

Domestic Service

4th May, 1944. Mr. McCorquodale, in a Debate on Domestic Workers, referred to "the future of domestic work of all kinds in this country after the war. . . ."

"We shall look to this field for the employment of very large numbers of women. . . . Domestic help should not be the sole prerogative of the rich, but if possible should be spread over all sections of the community. . . . To attract girls to this . . . profession after the war there should be some more definite standards laid down as to the rates of wages, conditions of employment and the like."

Mr. McCorquodale said that the Ministry of Labour "have set up a special Department recently to consider this problem as a whole. This Department has got outside help of the highest qualifications and at this moment is collecting and sifting all the suggestions which have been sent to us from all

quarters." The Minister and he were anxious "that the end of the war should not find us without some future plans for domestic work in this country. . . ."

[See also under **Health—Domestic Help in Hospitals and other Institutions.**]

Joint Production Committees

3rd August, 1944. The Parliamentary Secretary to the Ministry of Production, Mr. Garro Jones, referred to the future of Joint Production Committees and Works Councils after the war.

"Although most of this machinery has been established only for the duration of hostilities, it would be lamentable if the spirit embodied in it were to evaporate at the end of the war. . . ."

"The Minister of Labour has authorised me to [say] that he is already in active consultation with the Trades Union Congress, with the Employers' Federation, and with branches of industry with a view to arriving at proposals for the maintenance of this machinery of collaboration in the post-war period. Consultations, of course, will be much wider than the joint production committees and the works councils. The end in view is . . . increased collaboration, increased efficiency and mutual understanding of each other's point of view."

Juvenile Employment

25th November, 1943. The Ministry of Labour and National Service, in a Press Notice, has drawn attention to the special Juveniles Department of the Ministry which is responsible for young people under 18.

This service is charged with three main duties : first, to guide boys and girls in their choice of a career, then to assist them to find suitable employment, and at the same time to meet the needs of industry in recruiting young workers, and thirdly, to maintain supervision over young workers during their early years of employment.

In developments now taking place for the benefit of young people, this service must play an important part alongside improvements in education and the provision of better facilities for leisure.

The Ministry has recently sent a memorandum to its officers pointing out how their work will fit into the larger framework of reform.

It is pointed out that as a result of the fall in the birth-rate during past years and the proposals to extend the period of compulsory attendance of boys and girls in school, both part and full-time, there will be a smaller pool of juvenile labour available for employment.

Industry will need to utilise juvenile labour with economy and wisdom. This means more careful recruitment, better training of the labour when it is recruited, provision of satisfactory welfare conditions, and a proper length of working hours. In a restricted market juveniles will have opportunity as never before of choosing their employment, and it is the duty of the guidance service to help them to choose wisely in relation to the conditions and opportunities that different careers and jobs offer.

1st June, 1944. An official account of this special public service was published by the Ministry of Labour and National Service in a pamphlet entitled **The Young Worker :- The Juvenile Employment Service.**

16th November. The White Paper on Re-Allocation of Man-power between Civilian Employments (Cmd. 6568), referred to above, mentions that a "scheme is being worked out in consultation with the interests concerned, the paramount object of which will be to assist juveniles to the maximum extent possible in the choice of employment with a view to giving them the best opportunities for a permanent and progressive career in life with due regard to individual aptitudes."

[See also under **Education—Youth Service**].

SCOTLAND

The White Paper on Employment Policy relates also to Scotland.

Scottish Council on Industry

Questions of industrial and economic development within Scotland are being considered by the **Scottish Council on Industry** which was formed in February, 1942.

The Council is composed of representatives of the local authority organisations, the chambers of commerce, the Trades Union Congress, the Scottish Development Council and the banks of Scotland. The Chairman is the Lord Provost of Edinburgh, Sir William Y. Darling.

The purpose of the Council is "to watch industrial movements, and advise the Secretary of State and the Advisory Council of Ex-Secretaries on questions relating to the location of industry in Scotland, so as to assist them in securing that the industrial position of Scotland is fully safeguarded." (Scottish Office statement, 2nd February, 1942).

The Scottish Council on Industry has appointed a number of Committees of inquiry. Two examples may be noted.

Light Engineering in Scotland

A Committee on **Light Engineering in Scotland**, appointed by the Scottish Council on Industry, presented its report on 30th March, 1944.

The Committee's terms of reference were to survey the light engineering industry, including the manufacture of electrical appliances, and consider what action is required to promote a wider diversification and a greater development of light engineering in Scotland.

The Committee concluded that there is scope and need for the development of light engineering industries in Scotland.

The Report mentioned 21 light industries already successfully established in Scotland, detailed 24 other light engineering industries recently established which should be encouraged to remain, and outlined a further 18 which could be started with a good chance of success.

It suggested, among other points, that special efforts should be made to retain as many as possible of the light engineering works which have been introduced to Scotland as a result of war conditions; that when the projected Highland Power scheme is in operation there should be a further inducement to light engineering industries; and that the machine tools at present installed for war production should be regarded as a pool from which new industries will be supplied as required.

Mid-Scotland Ship Canal

A Mid-Scotland Ship Canal Committee was appointed by the Scottish Council on Industry in January, 1944, under the Chairmanship of Mr. James Barr, Vice-President of the Chartered Surveyors' Institution.

The terms of reference are : " To consider the direct and indirect advantages to Scottish industry and commerce likely to accrue (a) during and (b) after the construction of a ship canal between the Forth and Clyde ; whether the amount and value of the employment likely to be created in each of these stages can be estimated ; whether any forecast is possible of the increase in national income and capital assets likely to result ; and whether any developments and changes of circumstances and conditions have occurred since the report by the Mid-Scotland Ship Canal Committee in 1930, which would justify any modification of the conclusion then reached ; and to report."

The Mid-Scotland Ship Canal Committee, whose report was published in 1930, estimated the capital cost of construction as £50,000,000, or more, suggested that the revenue to be derived was conjectural, and saw no prospect of development of the canal area which could justify the expenditure.

The present estimated cost is in the region of £80,000,000, but many items would have to be placed against that figure, such as the saving in unemployment benefit, and the accretion of land value. (Scottish Office statement, 24th January, 1944).

Committees appointed by the Council are considering (among other matters) the Plastics Industry ; the extent to which materials and fittings required for the post-war building programme in Scotland could be produced in Scotland ; the development of the canning industry ; and the development of the white fish industry (Scottish Office statement, 24th February, 1944).

28th April, 1944. The Secretary of State for Scotland, Mr. Thomas Johnston, speaking at Dunoon, said that the Scottish Council on Industry was encouraging and persuading business firms to locate themselves in Scotland. It was not only Government war-time factories that were coming north. When the time came it would be seen that a large proportion of the new industries that were being planted in Scotland were of a peace-time character. He instanced textiles, clothing, radio valves, steel windows, food processing, plastics, chemicals, aluminium mills.

Since the Council on Industry was instituted in the beginning of 1942, 460 new units or adaptations or new buildings had been authorised in Scotland, with an estimated additional employment of 60,000 workers. (Scottish Office statement, 28th April, 1944).

[The figure has since risen to well over 500 and the number of workers involved may be in the region of 75,000.]

19th July, 1944. Mr. Johnston said that " the Scottish Council on Industry is appointing a Committee to review all the tourist and holiday resources and facilities in Scotland, with a view to the development of the tourist industry."

Scottish Coalfields

A Committee set up by the Secretary of State in July, 1942, is considering the present position and future prospects of coalfields in Scotland.

List of Documents in order of mention in text

	<i>Net Price.</i>
Employment Policy , May, 1944. Cmd. 6527	6d.
Royal Commission on the Distribution of the Industrial Population , Report, January, 1940. Cmd. 6153	5/-
Recruitment to Established Posts in the Civil Service during the Reconstruction Period , November, 1944. Cmd. 6567	4d.
Scientific Research and Development , April, 1944. Cmd. 6514	2d.
Joint Statement by Experts on the Establishment of an International Monetary Fund , April, 1944. Cmd. 6519 *	2d.
United Nations Monetary and Financial Conference , Bretton Woods, New Hampshire, U.S.A., 1st July to 22nd July, 1944, Final Act. Cmd. 6546	1/-
Re-Allocation of Man-Power between Civilian Employments during any Interim Period between the Defeat of Germany and the Defeat of Japan , November, 1944. Cmd. 6568	2d.
Government Surplus Stores—Plans for Disposal , July, 1944. Cmd. 6539	1d.
Concentration of Production—Explanatory Memorandum , March, 1941. Cmd. 6258	1d.
Catering Wages Act , 1943, 6 and 7, Geo. 6. Ch. 24	3d.
Catering Wages Commission. First Annual Report , 1943-1944, 26th September, 1944	3d.
Coal , 3rd June, 1942, Cmd. 6364... ..	2d.
The Young Worker : The Juvenile Employment Service	2d.

SELECTED PAMPHLETS

Contributions to the study of various problems referred to in these notes have been made by representative bodies and leading authorities. A selection is given below. Certain of the pamphlets, such as those on international trade, relate primarily to matters that are beyond the scope of this paper, but are included because of their relevance to the problem of home employment.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Association of British Chambers of Commerce.	Post-War Industrial Reconstruction (May, 1942).	14 Queen Anne's Gate, Westminster, S.W.1.
Association of Cine-Technicians.	Documentary and Educational Films. A Memorandum on Planning for Production and Use in Post-War Britain (February, 1944).	9 Brome-field, Stanmore, Middlesex.
Association of Scientific Workers.	A Post-War Policy for Science (1944).	Hanover House, 73 High Holborn, W.C.1.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
British Federation of Commodity and Allied Trade Associations.	A Review of British Organised Markets, etc. [A study of the part played in British trade by distributors of produce and commodities, and some of the problems affecting them] (May, 1944).	Plantation House, Mincing Lane, E.C.3.
British Institution of Radio Engineers.	A Proposal for the Formation of a British Radio Research Institute (January, 1944).	9 Bedford Square, W.C.1.
British Institution of Radio Engineers.	Post-War Development in Radio Engineering. Part one (June, 1944).	9 Bedford Square, W.C.1.
British National Committee, International Chamber of Commerce.	World Trade. Report of Sub-committee on Post-War International Trade, with a Supplement on the Post-War Prospects, Possibilities and Limitations of the Export-Trade of the United Kingdom (February, 1944).	14 Queen Annie's Gate, S.W.1.
British Rayon Federation.	Interim Statement on Post-War Problems (February, 1944).	Bridgewater House, 58 Whitworth Street, Manchester, 1.
Conservative Party.	"Looking Ahead." Work—The Future of British Industry (January, 1944).	24 Old Queen Street, S.W.1. Price 6d.
Cotton Board	Report of the Committee to inquire into Post-War Problems (January, 1944).	Midland Bank Buildings, Spring Gardens, Manchester, 2.
Council of Clothing Trade Associations.	Report on Post-War Reconstruction in the Clothing Industry (December, 1943).	H. Goodier, A.C.A., 11 Argyll Street, W.1.
Courtauld, Samuel.	Government and Industry. Their Future Relations (June, 1942).	Macmillan. Price 6d.
Economic Reform Club and Institute.	An Examination of the Causes of Unemployment and Shortage of Purchasing Power by the Research Committee of the Economic Reform Club (June, 1944).	32 Queen's Avenue, N.10. Price 6d.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Fabian Society.	The Prevention of General Unemployment. Evidence submitted to Sir William Beveridge, in connection with his investigation into unemployment, by a Group of Fabians (February, 1944).	Fabian Publications Dept., 11 Dartmouth Street, S.W.1. Price 6d.
Fabian Society.	Government and Industry. A Framework for the Future. Report by a Fabian Research Group (June, 1944).	Fabian Publications Dept., 11 Dartmouth Street, S.W.1. Price 6d.
Federation of British Industries.	Reconstruction (May, 1942).	21 Tothill Street, S.W.1. Price 6d.
Federation of British Industries.	Industry and Research (October, 1943).	21 Tothill Street, S.W.1. Price 6d.
Federation of British Industries.	International Trade Policy (February, 1944).	21 Tothill Street S.W.1.
Federation of British Industries.	The Organisation of British Industry (October, 1944).	21 Tothill Street, S.W.1.
Furniture Industry Post-War Reconstruction Committee.	Interim Report (March, 1944).	3 Berners Street, W1..
Group of 120 Industrialists.	A National Policy for Industry (November, 1942).	A. R. Smith, c/o. Messrs. Thomson, McIntock & Co., Granite House, 101 Cannon Street, E.C.4.
Hartley, Sir Harold, F.R.S.	Are You Research-Minded? Industrial Research—What it means to British Industry (1943).	Federation of British Industries, 21 Tothill Street, S.W.1.
Institute of Export.	Post-War Trade and Money (November, 1943).	Royal Empire Society Building, Northumberland Ave., W.C.2. Price 6d.
Institution of Electrical Engineers.	The Organisation of Post-War Electrical Research (May, 1943).	Savoy Place, Victoria Embankment, W.C.2.
Institutional Management Association.	Training and Employment of Women in Large-Scale Catering and Household Administration (July, 1944).	29 Gordon Square, W.C.1. Price 9d.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Internal Combustion Engine Manufacturers' Association.	Post-War Industrial Reconstruction (November, 1943).	32 Victoria Street, S.W.1.
The Labour Party.	Full Employment and Financial Policy (May, 1944).	Transport House, Smith Square, S.W.1.
Lever Brothers and Unilever, Ltd.	The Problem of Unemployment (January, 1943)	Unilever House, Blackfriars, E.C.4.
Liberal Party.	Fair Play for the Small Man (June, 1943).	Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 6d.
Liberal Party.	International Trade—The Future of Britain's Trade (June, 1943).	Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 4d.
Liberal Party.	Money and Banking (June, 1943).	Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 4d.
Liberal Party.	The Relation of the State to Industry (June 1943).	Liberal Publication Dept., S.W.1. Price 4d.
Liberal Party.	Remuneration of the Worker (June, 1943).	Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 3d.
Liberal Party.	Status of the Worker (June, 1943).	Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 4d.
Liberal Party.	The Government's Employment Policy Examined. Interim Report (August, 1944).	Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 3d.
London Chamber of Commerce.	General Principles of a Post-War Economy (May, 1942).	69 Cannon Street, E.C.4.
London Chamber of Commerce.	Scientific Industrial Research (January, 1944).	69 Cannon Street, E.C.4.
London Liberal Party.	London's Stake in Overseas Trade. Addresses delivered at a public meeting, Nov., 1943 (1944).	8 Gayfere Street, S.W.1. Price 1/-
Manchester Chamber of Commerce.	Science and Industry Reports of the Proceedings at Four meetings arranged by the Manchester Chamber of Commerce in collaboration with the Department of Scientific and Industrial Research. March-April, 1944.	Ship Canal House, King Street, Manchester.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Manchester University.	Science and Industry (1944).	Manchester University Press. Price 1/-
National Federation of Fishmongers.	Recommendations Concerning the Retail Distribution of Fish After the War (June, 1944).	49 Wellington Street, W.C.2.
National Federation of Grocers and Provision Dealers Associations.	Post-War Policy (August, 1944).	4 Endsleigh Street, W.C.1.
National General Export Merchants' Group.	Report on Post-War Trade Policy (January, 1943).	69 Cannon Street, E.C.4.
National Hosiery Manufacturers' Association.	Reconstruction — Part One — Report of Post-War Reconstruction Committee. Bulletin No. 3, March, 1943.	104, Regent Road, Leicester.
National Union of Boot and Shoe Operatives.	Organisation and Employment Policy for the Boot and Shoe Industry after the War (August, 1943).	The Grange, Earls Barton, Northampton.
National Union of Manufacturers.	Post-War Trade (May, 1942).	6 Holborn Viaduct, E.C.1.
Northern Industrial Group.	Considerations Affecting Post-War Employment in the North East (November, 1943).	Newcastle Chronicle Office, Westgate Road, Newcastle-on-Tyne, 1.
Nuffield College.	Employment Policy and Organisation of Industry after the War (May, 1943).	Oxford University Press. Price 2/-
Nuffield College.	Problems of Scientific and Industrial Research (April, 1944).	Oxford University Press. Price 2/-
Parliamentary and Scientific Committee.	Report on Coal Utilisation Research in Great Britain (May, 1943).	Courtfield House, Courtfield Road, S.W.7.
Parliamentary and Scientific Committee.	Scientific Research and the Universities in Post-War Britain (October, 1943).	Courtfield House, Courtfield Road, S.W.7. Price 1/-
Political and Economic Planning.	Employment for All (September, 1944).	Europa Publications Ltd., 39 Bedford Square, W.C.1. Price 1/-
Political and Economic Planning.	Location of Employment "Planning" No. 224 (August, 1944).	16 Queen Anne's Gate, S.W.1.
Printing and Kindred Trades Federation.	Report on Post-War Reconstruction (May, 1944).	60 Doughty Street, W.C.1.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Royal Statistical Society.	Memorandum on Official Statistics (1943).	4 Portugal Street, W.C.2. Price 1/-
Scottish Council on Industry.	Looking at Tomorrow—Industrial Opportunities in Scotland. By C. A. Oakley (December, 1943).	J. Gibson Kerr, W.S., 21 Castle Street, Edinburgh. Price 6d.
The Silk and Rayon Users Association.	The British Silk Industry. A Statement on Future Policy (May, 1944).	229-231 High Holborn, W.C.1.
Tory Reform Committee.	A National Policy for Coal (March, 1944).	Hutchinson & Co., Ltd., London. Price 1/-
Trades Union Congress.	Interim Report on Post-War Reconstruction (October, 1944).	Transport House, Smith Square, S.W.1.
Trades Union Congress.	Memorandum on Post-War position of the Domestic Worker (1944).	Transport House, S.W.1. (Duplicated).
Travel and Industrial Development Association of Great Britain.	Britain—Destination of Tourists? A Memorandum on a promising "Export" Industry compiled by R. G. Pinney for the Association (April, 1944).	6 Arlington Street, S.W.1. Price 2/-
United Textile Factory Workers' Association.	Report of the Legislative Council on ways and means of improving the economic stability of the Cotton Textile Industry (September, 1943).	Cloth Hall, Rochdale. Price 5/-
Wholesale Textile Association.	The General Principles of Post-War Reconstruction (January, 1943).	75 Cannon Street, E.C.4.
World Trade Alliance Association.	World Trade Alliance. A Practical Solution of the Problem of Unemployment After the War (May, 1943).	14 Buckingham Street, W.C.2.

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Herring Industry

The Herring Industry Act, 1944, which is expected to “provide the framework for the future of industry” (Mr. Hudson, 5th July, 1944), received the Royal Assent on 3rd August, 1944.

Herring Industry Committee. A Committee on the Herring Industry had been appointed in January, 1942, “to review the position of the herring industry and the problems which are likely to confront it after the war and to report.”

The Report of the Committee, under the Chairmanship of Colonel Walter Elliot, M.P., was published on 29th February, 1944 (Cmd. 6503).

The Report reviewed the position of the industry before the war and in recent years, set out its post-war problems and made recommendations for the immediate post-war period and for long-term policy.

These included, *inter alia*, that the Herring Industry Board, whose functions had been, to a large extent, suspended at the outbreak of the war, should be reconstituted forthwith in order to make preparations to meet conditions which will arise in the industry after the war.

The Committee also recommended financial assistance for the rehabilitation of the fishing fleet and the development of markets.

Herring Industry Act, 1944

The Herring Industry Act gives substantial effect to the recommendations of the Committee on the Herring Industry.

It provides among other matters :

For grants, during five years from the passing of the Act, to help fishermen to obtain boats and equipment—those eligible for grants including persons who have served whole-time in the armed forces and mercantile marine, as well as persons previously engaged in the industry :

For additional powers to be conferred on the Herring Industry Board, including power to arrange for the refrigeration and processing of herring with a view to providing supplies throughout the year and avoiding the difficulties encountered in the past from glut conditions :

For funds to be made available to the Board for market development and schemes of research or experiment.

5th July, 1944. The Secretary of State for Scotland, Mr. Thomas Johnston, referring to the power given in the Bill to the Herring Industry Board “to prepare schemes for the refrigeration and processing of herring in order to

avoid gluts," said that "laboratory experiments have gone a good way in both the dehydration and freezing processes."

Mr. Johnston stated that "to the best of our knowledge and belief [the Measure] has been accepted with almost complete concurrence by every section of the industry."

Winding up the Debate on the Second Reading, the Minister of Agriculture and Fisheries, Mr. Hudson, said : " The Report of the Elliot Committee was only presented to Ministers in January, and yet within six months, despite preoccupations and preparations of the Second Front and many other highly important matters, we have found time to consider the recommendations and embody them in a Bill which we believe should provide the framework for the future of the industry. . . . It implements all the recommendations of the Report [that require legislation]."

Herring Industry Board

2nd August, 1944. The reconstitution of the Herring Industry Board (recommended in the Report of the Herring Industry Committee) under the Chairmanship of Mr. Frederick A. Bell; was announced in the House of Commons.

A Scottish Office statement on the same date explained that the Board will prepare schemes in consultation with the industry, and will operate in due course the Board's new administrative and financial powers under the Herring Industry Bill, which has passed all its stages in both Houses of Parliament.

Most of the powers of the Herring Industry Board have been in abeyance during the war. As the reconstituted Board will in due course be vested with the additional powers provided for in the Bill, and with finances to assist the industry, the Board has been set up now so that it may proceed with the first steps—the preparation of schemes for the rehabilitation and development of the industry after the war.

White Fish Industry

9th November, 1943. Mr. Thomas Johnston announced that a Committee had been set up by the Scottish Council on Industry (see under Employment—Scotland) under the Chairmanship of Major Neven-Spence, M.P., "to consider, in consultation with leading trade representatives, the special problems of the white fish industry and shell fish industry in Scotland, and to advise on the best means of dealing with the situation after the war." The Committee's inquiry will cover the inshore fishing interests of Scotland.

28th November. Speaking at Edinburgh, Mr. Johnston mentioned that experiments were being carried out, with promising results, in methods of feeding the plankton in sea lochs, so that in turn flat fish like flounders and soles might be multiplied twentyfold in size and weight.

3rd August, 1944. The Minister of Agriculture and Fisheries, Mr. R. S. Hudson said : " The rehabilitation of inshore fisheries [in England and Wales] is now receiving my close attention."

List of Documents in order of mention in text

	<i>Net Price.</i>
Herring Industry Act, 1944. 7 and 8 Geo. 6. Ch. 32	2d.
Report of the Committee on the Herring Industry, 1944. Cmd. 6503 ...	9d.

H.—FORESTRY

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Post-War Forest Policy

In June, 1943, the Government published a Report by the Forestry Commissioners, on **Post-War Forest Policy** (Cmd. 6447).

In January, 1944, this was supplemented by another Report by the Forestry Commissioners on **Private Woodlands** (Cmd. 6500).

Report on Post-War Forest Policy

The Report points out that British consumption of wood increased five-fold between 1850 and 1913. In recent years about 96 per cent. of the consumption has been met by imports and only 4 per cent. by home-grown material. Imports of timber and wood products before the war were valued at £63 million. Wholesale exploitation of the woodlands had proceeded unabated throughout the war.

The post-war position will demand speedy and large-scale action. The object of the Report is to indicate a practical way of dealing with the problem.

It is suggested that an area of five million acres of forest is required by Britain, to ensure national safety and provide a reasonable insurance against future stringency in world supplies. A subsidiary benefit accruing from the systematic management of these five million acres would be the development and settlement of rural Britain.

It is estimated that five million acres of effective forest can be secured, as to three million acres by the afforestation of bare ground and as to two million acres from existing woodlands by selecting those woodlands which are better suited for forestry than for any other national purpose.

It is proposed that the two million acres should, so far as they are privately owned, be either dedicated by their owners to forestry or acquired by the State. *Dedicated* woodlands would be worked to an approved plan of operations and in return the owners would receive State assistance equal to 25 per cent. of the net expenditure up to the time when the woodlands were self-supporting. Loans would also be available.

It is proposed that the attainment of the five million acres be spread over 50 years, subject to amendment at periodic reviews of the forest and timber supply positions.

Two programmes are submitted, a "Desirable" programme and an "Intermediate" programme. The first makes provision for planting 1,100,000 acres in the first post-war decade and 1,500,000 acres in the second decade. It is felt that these figures indicate all that can be carried out in the early post-war period, in view of the initial limiting factors, such as plant supply and numbers of trained supervisors. The "Intermediate" programme provides for planting 875,000 acres in the first decade.

Proposals are also submitted for the large-scale provision of housing required in connection with the State forests, for education and research and for increasing the number of National Forest Parks. The estimated net cost of the "Desirable" Programme is £41 million for the first decade and of the "Intermediate" Programme £32 million.

The Report emphasises the importance of having a single Forest Authority for the whole of Britain. It is not necessary to alter the constitution of the Forestry Commission as the established Forest Authority; but if Parliament requires direct ministerial responsibility that duty can best be performed by the Lord President of the Council.

6th July, 1943. The Report was debated in the House of Commons. The then Minister without Portfolio, Sir William Jowitt, replying on behalf of the Government, pointed out that this Report is the Report of the Commission and not of the Government. Before the promotion of legislation, the Government had undertaken to "give an opportunity for representations to be made . . . by all the interests concerned, including the land-owning interest. . . . Arrangements are . . . being made for the Forestry Commission to meet these interests, to see if they can hammer out some policy on which all agree.

. . . We cannot consider forestry in isolation, apart from our post-war commitments as a whole."

Dealing with some of the recommendations of the Report, Sir William Jowitt said: ". . . We realise that it is impossible to achieve a satisfactory programme unless there is continuity of finance, and therefore in whatever plans we finally announce . . . we shall provide for that continuity.

. . . I do not think that to-day or in the near future the Government need necessarily take the final decision on the whole 50-year programme, but we must very soon take a decision upon the programme for the next decade, the ten post-war years.

. . . The warnings [of a coming timber shortage] cannot be lightly disregarded. . . . We must go in for a really vigorous, bold forest policy.

. . . Whatever policy the Government may decide to adopt, the carrying out of that policy must be entrusted to an *ad hoc* forest authority. . . . There are obvious advantages in having . . . a unified service for the whole of the United Kingdom. . . . The Royal Scottish Forestry Society (see pamphlets below) have recently reported in favour of a single forest authority for the whole of Great Britain, with adequate representation for Scotland. . . . The necessity for greatly extending research work . . . is . . . accepted by the Government."

Sir William Jowitt indicated the steps which the Forestry Commission should take:

"The Forestry Commission . . . should take all steps that are now open to them to prepare for a great expansion of their efforts. In particular . . . to acquire land, even although it need not be diverted from its present use for some years . . . Surveys should be made and plants should be raised on a larger

scale, and such preliminary steps as are possible with a view to increased training and education should be taken now. We want them to get ready to go full speed ahead when peace comes."

29th July. In a debate on post-war forest policy in the House of Lords, the Minister of Economic Warfare, Lord Selborne, reminded the House that it was necessary to wait for the Reports of the Hill Sheep Committees (England and Wales and Scotland) before a policy on forestry can be planned.

Forestry and Hill Sheep Farming

10th January, 1944. The Reports of the Committees on Hill Sheep Farming in Scotland (Cmd. 6494) and Hill Sheep Farming in England and Wales (Cmd. 6498) were published. Both consider, among other matters, the relationship of hill sheep farming to afforestation and make recommendations for their greater co-ordination with a view to resolving competing claims. To this end the control and development of State-owned land under a single authority is advocated in both Reports.

Report on Private Woodlands

The Report by the Forestry Commission on **Post-War Forest Policy—Private Woodlands**, published on the 27th January, 1944 (Cmd. 6500) is supplementary to their Report on **Post-War Forest Policy** (Cmd. 6447).

The Report has been prepared "after close consultation with Representatives of the Societies and Associations interested in woodlands and embodies an agreed scheme of State assistance."

The scheme provides, *inter alia*, that owners of private woodlands who *dedicate* the land will be eligible for planting and maintenance grants.

Dedicated woodland would have to be worked to a plan approved by the Forestry authority and kept under skilled supervision. When an owner does not give satisfactory assurance of the rehabilitation of his woods within a stated period the State should acquire the land.

Forestry Personnel

A Forestry Corps

1st March, 1944. Lord Croft, replying for the Government in a Debate on Forestry in the House of Lords, announced a proposal for the creation of a Forestry Corps.

"The [Forestry] Commission have been working out a scheme in outline for the organisation of a Forestry Corps of 25,000 to 35,000 men to be employed on suitable operations in the forests, road-making, etc., on demobilisation, the men to be housed in camps sited with regard to the distribution of woodland and to be available for work in the State forests and private woods. It is suggested that men should engage for a term, say, of six months in the first instance, with provision for the release of any man who may secure suitable civil employment at any time; work done by members of the Corps on private estates to be paid for by the owners . . . The plan is in course of preparation still by the Forestry Commission and . . . has not yet been accepted."

Lord Croft emphasised that Forestry will assume a place in our national economy of vital importance not only from the point of view of providing work for our people, which it will in some measure do, but of balancing our trade, strengthening our exchange position, and, most important of all, promoting our safety in time of national emergency."

Post-War Forestry Personnel

3rd May, 1944. Sir George Courthope replied for the Forestry Commission to a Parliamentary Question on the training of post-war forestry personnel.

Forest Officers. "... Arrangements for suitable courses are being made with those universities which provide degrees in forestry and suitable service personnel are eligible to benefit by the Government Further Education and Training Scheme" (see under **Armed Forces**).

Foresters. "... The number of forest apprentices' schools under the Forestry Commission will be increased and short courses will also be provided for ex-Service men who desire to enter either State or private service. The courses at the universities and the forest apprentices' schools will be started immediately circumstances permit."

The Forestry Corps mentioned above, "in which untrained men from the Forces would be enrolled for temporary work . . . would afford opportunities for transfer to permanent forest work."

Future Ministerial Responsibility

31st October, 1944. The Chancellor of the Exchequer, Sir John Anderson, said that "the question of future ministerial responsibility [for Forestry] is being considered along with the question of policy."

List of Documents in order of mention in text

	<i>Net Price.</i>
Post-War Forest Policy, Report of H.M. Forestry Commissioners, June, 1943. Cmd. 6447	2/-
Post-War Forest Policy—Private Woodlands, January, 1944. Cmd. 6500	2d.
Report of the Committee on Hill Sheep Farming in Scotland, 1944 Cmd. 6494	2/-
Report of the Committee on Hill Sheep Farming in England and Wales, January, 1944. Cmd. 6498	9d.

Selected Pamphlets

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Chartered Surveyors' Institution.	Post-War Forest Policy Journal of the Institution (June, 1944).	12 Great George Street, Westminster, S.W.
Land Agents' Society.	Observations by the Society on the proposals contained in H.M. Forestry Commissioners' Report on Post-War Forestry (November, 1943).	318 Bank Chambers, 329 High Holborn, W.C.1. (Duplicated)
Royal Scottish Forestry Society.	Post-War Forestry. Observations on the Forestry Commissioners' Policy (July, 1943).	8 Rutland Square, Edinburgh, 1.
Royal Scottish Forestry Society and Royal English Forestry Society.	Post-War Forestry (November, 1944).	Horsedown Cottage, West Meon, Near Petersfield, Hants. Price 1/-

I.—HEALTH.

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[On 12th November, 1943, Mr. Henry Willink succeeded Mr. Ernest Brown as Minister of Health.]

A National Health Service

The outstanding achievement in the field of health has been, in the Prime Minister's words, "the very far-reaching policy of a National Health Service" which has been laid before Parliament in the White Paper **A National Health Service** (Broadcast 26th March, 1944).

"The plan that we have put forward is a very large-scale plan, and in ordinary times of peace would rivet and dominate the attention of the whole country" (Mr. Churchill at the Royal College of Physicians, 2nd March, 1944).

On 17th February, 1944, the Minister of Health and the Secretary of State for Scotland presented the White Paper on a National Health Service (Cmd. 6502). An abridged version, **The White Paper Proposals in Brief**, has also been published.

Only the barest outline of some of the comprehensive and far-reaching proposals in the White Paper can be given in these notes.

Objects in View

- (1) To ensure that everybody in the country—irrespective of means, age, sex or occupation—shall have equal opportunity to benefit from the best and most up-to-date medical and allied services available.
- (2) To provide, therefore, for all who want it, a comprehensive service covering every branch of medical and allied activity, from the care of minor ailments to major medicine and surgery; to include the care of mental as well as physical health, and all specialist services.
- (3) To divorce the care of health from questions of personal means or other factors irrelevant to it; to provide the service free of charge

(apart from certain possible charges in respect of appliances) and to encourage a new attitude to health—the easier obtaining of advice early, the promotion of good health rather than only the treatment of bad.

Main Proposals in White Paper

The proposals accordingly provide for a complete medical service **free of charge** for everybody in Great Britain including :—

- (i) **A family doctor** for every man, woman and child.

The personal doctor-patient relationship, and “free choice,” to be preserved, and the whole service based on the “family doctor” idea. General practitioners to work from their own surgeries as at present, separately or in groups, or from specially provided and equipped Health Centres—to the gradual development of which a high place is given in the scheme.

- (ii) **All necessary drugs and medicines**, and all except the more expensive appliances, or replacements thereof.

- (iii) **Complete and improved hospital service for every area.**

Planning of a co-ordinated service over wider areas, so that each case goes to the hospital where it will get the best possible treatment. Voluntary hospitals to be invited to take part under their own management, as now, but receiving certain service payments and observing general conditions which will be applied to all hospitals, whether voluntary or municipal.

Visiting and inspection of all hospitals by medical, nursing, catering and other experts, to bring to light any defects, and keep them in touch with the latest methods.

- (iv) **Full specialist and consultant services.**

Available, through the family doctor, at hospitals, clinics, or in the home, as required.

- (v) **Home nursing service.**

- (vi) **Care of teeth and eyes**, as soon as these services can be established.

The new service must “ensure that in future every man, woman and child can rely on getting all the advice and treatment and care which they may need in matters of personal health ; that what they shall get shall be the best medical and other facilities available ; that their getting these shall not depend upon whether they can pay for them or on any other factors irrelevant to the real need—the real need being to bring the country’s full resources to bear upon reducing ill-health and promoting good health in its citizens.”

Organisation of the Service

Certain general principles are laid down to be observed in the organisation of a National Health Service.

- (a) Freedom for people to use or not to use the facilities at their own wish ; no compulsion either for patient or for doctor.
- (b) Freedom for people to choose their own medical advisers as much as they do now ; and to continue with their present advisers if they wish when the latter take part in the new arrangements.

- (c) Freedom for the doctor to pursue his professional methods in his own individual way, and not to be subject to outside clinical interference.

These principles must be combined with the central and local organisation necessary to see that a first-class service is provided and maintained in every area.

Payment of Doctors and Specialists

The standards of remuneration for doctors and specialists should be settled nationally after discussions with the medical profession, but practice in the public service will not rule out private practice to meet the needs of patients who still want this.

General Administrative Structure—Central and Local

(1) Central

Central responsibility to Parliament and the people will lie with the Minister. A statutory body to be known as the Central Health Services Council will be created. Its function will be to express the expert view on any general technical aspect of the service. A Central Medical Board will also be set up to perform executive functions in the day-to-day working of the general practitioner service.

(2) Local

The service will be based on local government but it will be essential to obtain larger local areas than at present, both for planning and administration. Each of these new "joint authorities" will prepare an "area plan" to be submitted to the Minister. Local Health Service Councils will be appointed in each joint authority area to serve locally a similar purpose to the Central Health Services Council.

It will be the duty of the joint authority to deal in its area plan with all necessary clinical and other local services—e.g. child welfare, ante-natal and post-natal clinics, home-nursing, health visiting, midwifery, etc.

Scotland

There will be a separate Central Health Services Council for Scotland; and certain other differences, principally in matters of administration, are proposed for Scotland.

Finance

It is estimated that the cost of the National Health Service will be about £148,000,000 a year—compared with about £61,000,000 a year spent out of public funds at present. This sum will be met partly out of taxes and rates, and partly from the contributions of the public to whatever new scheme of social insurance is established. It will probably include payments of about £33,000,000 a year to doctors and chemists.

Discussion of Scheme

"The proposals made in the Paper (and summarised at the end) represent what the Government believe to be the best means of bringing the service

into effective operation. The Government wants these proposals to be freely examined and discussed. They will welcome constructive criticism of them, in the hope that the legislative proposals which they will be submitting to Parliament may follow quickly and may be largely agreed."

Appendices

A general historical survey of existing health services and the present situation is given in Appendix A. Earlier discussions of improved health services, with an outline of events leading up to the White Paper, are given in Appendix B. Other appendices deal with possible methods of securing local administration of larger areas than those of present local government, remuneration of general practitioners, and finance of the new service.

17th February, 1944. Announcing the presentation of the White Paper on the Government's proposals for a National Health Service, the Minister of Health, Mr. Willink, said: "The proposals described in the White Paper are those which the Government believe to be best calculated to achieve an efficient and comprehensive National Health Service. But they are proposals—not decisions—and the Government have promised that they shall be discussed with all concerned, and will welcome constructive criticism in Parliament and the country."

After Debates lasting two days in both the House of Commons (16th and 17th March) and the House of Lords (16th and 21st March) a resolution welcoming "the intention of His Majesty's Government declared in the White Paper presented to Parliament, to establish a comprehensive National Health Service" was passed by both Houses.

16th March. Moving this resolution in the House of Lords, the Minister of Reconstruction, Lord Woolton, described the Government's proposals as "the greatest single advance that has ever been made either in this country, or in any other, in the service of public health.

His Majesty's Government have tried to work out a scheme whereby, by the method of common insurance, we may secure for the people of this country freedom, in so far as it is humanly possible to get such freedom, from the misery, the worry and the economic consequences that come from the failure of health.

... If this outline of policy meets with the general approval of Parliament, then the responsible Ministers will enter into consultation with all the various parties—local authorities, voluntary hospitals and the several branches of the profession—in order to arrive at agreement and to hammer out the legislative details."

6th June. Mr. Willink told the House of Commons that the discussions with the medical profession "will have to be delayed owing to the postponement, for reasons connected with the war, of the proposed conference of the profession." But his "desire to hold these discussions before introducing legislation is in no way altered by the postponement. . . ."

[Subject to the exigencies of the war situation the annual representative meeting of the British Medical Association, to which Mr. Willink referred, will be held in London, starting on 5th December (*The Times*, 8th September, 1944).]

National Health Service and Beveridge Report

In his Report on **Social Insurance and Allied Services** (Cmd. 6404), Sir William Beveridge considered that "no satisfactory scheme of social security can be devised" except on the assumption (among others) of "comprehensive health and rehabilitation services for prevention and cure of disease and restoration of capacity to work, available to all members of the community." This is "Assumption B" of the Beveridge Report.

On 16th February, 1943, Sir John Anderson, then Lord President of the Council, accepted this assumption on behalf of the Government.

"The Government welcome this conception of a reorganised and comprehensive health service. The conception does not necessarily spring from the particular social security structure with which the Report is concerned. It is, in fact, the consummation of a general process which has been going on steadily, if piecemeal, under successive Governments for a great many years. The Health Departments have . . . been developing this idea for some time." Sir John Anderson instanced the plan for reorganising the hospital services announced by the Minister of Health in October, 1941.

Appendix B of the White Paper gives an account of these earlier developments, some of which may be briefly mentioned.

Hospital Policy

A Comprehensive Hospital Service

9th October, 1941. The Minister of Health made a statement on the Government's post-war hospital policy.

"It is the objective of the Government as soon as may be after the war to ensure that by means of a **comprehensive hospital service** appropriate treatment shall be readily available to every person in need of it. It is accordingly proposed to lay on the major local authorities the duty of securing, in close co-operation with the voluntary agencies engaged in the same field, the provision of such a service by placing on a more regular footing the partnership between the local authorities and voluntary hospitals on which the present hospital services depend. . . . To achieve the best results and to avoid a wasteful multiplication of accommodation and equipment it will be necessary to design such a service by reference to areas substantially larger than those of individual local authorities. . . . In so far as any new burden may be thrown upon local authorities in providing or maintaining hospital accommodation, or in contributing towards the expenditure of voluntary hospitals, a financial contribution, the extent of which will be a matter for further consideration, will be made available from the Exchequer. Special arrangements for dealing with the teaching hospitals by way of increased educational grants are in contemplation."

To pave the way a detailed and expert survey was started of the hospital services already available in each area in England and Wales.

The White Paper states that "this survey is now nearing its completion. So also is a similar survey in Scotland."

Hospital Policy in Scotland—Hetherington Report

13th October, 1943. The Report of the Committee on Post-War Hospital Problems in Scotland (Cmd. 6472) was published.

The Committee was appointed in January, 1942, under the Chairmanship of Sir Hector Hetherington, with the following terms of reference :

“ To consider and make recommendations within a policy aimed at the post-war development of a comprehensive and co-ordinated Hospital Service in Scotland on a regional basis as to—

- (1) The future administration of new hospitals built by the Government and now administered by them as part of the Emergency Hospital Service.
- (2) The arrangements most likely to secure the maximum co-operation between voluntary hospitals, local authority hospitals and emergency hospitals ; and
- (3) The financial arrangements between voluntary hospitals and local authorities, and between voluntary hospitals and patients and contributors, best fitted to enable those hospitals to co-operate in the Co-ordinated Hospital Service.”

In the words of the White Paper, “ the Report contains detailed recommendations for the setting up of five Regional Advisory Councils in Scotland. It also makes various suggestions for improved co-operation between hospitals and deals at length with financial arrangements as affecting the future voluntary hospital system.”

Consultant and Specialist Services

3rd February, 1944. Mr. Willink made a statement on the steps being taken for a survey of consultant and specialist services.

“ At an early stage [in the surveys of the hospital services] it became clear that a very useful purpose would be served by the initiation of similar inquiries in England and Wales into the supply and distribution of consultants and specialists, and the probable demand for them in a comprehensive post-war hospital and consultant service. Arrangements were accordingly made with the presidents of the three Royal Colleges for a survey to be made of the existing consultant and specialist services, in order to ascertain whether there was a surplus or shortage in any area, and whether redistribution would be desirable in any post-war hospital service.

The Royal Colleges have . . . established a Central Medical Academic Council, including representatives of the universities, to perform the necessary work at the centre, and area committees based on the universities to undertake the collection of information and preparation of lists locally. My predecessor invited the vice-chancellors of the universities to act as chairmen of these area committees. It is hoped that this survey will make available for the first time information about the numbers and types of consultants and specialists in the country. Information is already available about specialists in the Services.”

Medical Education

On 20th July, 1944, the Report of the **Inter-Departmental Committee on Medical Schools**, under the Chairmanship of Sir William Goodenough, was published.

The appointment of this Committee was directly connected with the Government's statement on post-war hospital policy on 9th October, 1941, noted above. The terms of reference were :

" Having regard to the statement made by the Minister of Health in the House of Commons on 9th October, 1941, indicating the Government's post-war hospital policy, to inquire into the organisation of Medical Schools, particularly in regard to facilities for clinical training and research, and to make recommendations."

The Committee were further informed on 7th April, 1942, that these terms of reference were intended :

" to enable full consideration to be given to any question affecting the organisation of medical teaching and its relation to the Universities on the one hand and to the hospitals on the other."

Besides the implications of the hospital policy, the Committee have also taken account of later Government statements, "especially the proposals contained in the White Paper on **A National Health Service**."

The Committee preface their recommendations with some general comments on the relation of Medical Education to a National Health Service.

- (a) **The dependence of a national health service on medical education.** " Properly planned and carefully conducted medical education is the essential foundation of a comprehensive health service."
- (b) **The effect of making the promotion of health a principal objective of the health service and of medical education.** " To secure for everyone the highest possible standard of physical and mental health . . . a radical reorientation of medical education and practice is essential. . . . Emphasis must be placed on the acquisition of a sound knowledge of all measures that may make and preserve a healthy nation."
- (c) **The slow maturing of the necessary educational reforms.** " Time . . . must necessarily elapse before changes made in the system of medical education to meet the requirements of a comprehensive health service can become fully effective." To shorten " the inevitable time-lag," it is recommended that action be taken at the earliest possible date on (i) the building up of an adequate supply of teachers, (ii) granting of assistance to medical schools to enable them to provide the staff, accommodation and equipment that will be needed, and (iii) the provision of suitable post-graduate courses for existing practitioners.
- (d) **The assistance from public funds for medical education.** " Greatly increased financial support from public funds " is necessary " to remedy defects in the present arrangements, to provide for more medical students and to develop post-graduate education and research."

Reckoned at pre-war values, the total capital expenditure required may amount to £10,000,000 within 10 years, and recurrent grants to between £3,000,000 and £4,000,000, within the same period, as compared with £700,000 before the war. "At this level recurrent grants would represent about 2 per cent. of the estimated cost in the first year of the national health service."

The body of the Report (which with appendices runs to 313 pages) is divided into two Parts, **Undergraduate Medical Education** and **Post-Graduate Medical Education and Research**, all aspects of these subjects being comprehensively examined.

No attempt can be made to summarise the recommendations.

An important chapter is devoted to **Social Medicine**. "If students are to be fitted to become health advisers and members of a new comprehensive health service, the ideas of social medicine must permeate the whole of medical education."

Co-education in all medical schools, and sex equality in hospital appointments; compulsory hospital appointments for 12 months after qualification and before entry into independent practice; development in London of a world centre for post-graduate medical education and research are among the recommendations.

The Committee observe that their recommendations "constitute a programme for a term of years," and "claim for this programme the support of the vast majority of those who are responsible for and engaged in medical education and research in all parts of Great Britain."

Dentistry

The White Paper mentions that there must be delay in reaching a stage at which general dental service can be provided for all. "The whole dental problem is a peculiarly difficult one, and a Committee under the Chairmanship of Lord Teviot has been set up by the two Health Ministers to consider and report on it."

This Committee was set up on 8th April, 1943, with the following terms of reference:

"To consider and report upon:—

- (a) the progressive stages by which, having regard to the number of practising dentists, provision for an adequate and satisfactory dental service should be made available for the population;
- (b) the measures to be taken to secure an adequate number of entrants to the dental profession;
- (c) existing legislation dealing with the practice of dentistry and the government of the dental profession;
- (d) measures for the encouragement and co-ordination of research into the causation, prevention and treatment of dental diseases."

17th November, 1944. An Interim Report of the Inter-Departmental Committee on Dentistry was published (Cmd. 6565).

The Report surveys the present situation of dentistry and—pending the submission of the full report—makes some interim recommendations on the dental aspects of the proposed new health service. These include :

- (1) A comprehensive dental service should be constituted as an integral part of the National Health Service at its inception.
- (2) There should be a general dental practitioner service broadly analogous in structure to the proposed general medical practitioner service.
- (3) Dental Health Centres should be developed in conjunction with general Health Centres where suitable.
- (4) There should be freedom for both dentist and patient to participate in the service, or not, at their own wish.
- (5) The appropriate authorities should provide dental treatment for expectant and nursing mothers, children and adolescents, and should encourage acceptance of treatment.

Nursing Profession

Nurses Act, 1943, and Nurses (Scotland) Act, 1943

The main objects of these Acts, which received the Royal Assent on 22nd April and 5th August, 1943, respectively, were to secure (a) that assistant nurses should be given a recognised status and placed on a Roll under the control of the General Nursing Council ; and (b) that agencies for the supply of nurses should be controlled by a system of licensing and inspection. The provisions relative to the licensing and inspection of agencies for the supply of nurses do not come into effect till a date has been fixed for this purpose by the Minister concerned.

A series of Reports of the Nurses Salaries Committee, the Midwives Salaries Committee and the Mental Nurses Sub-Committee of the Nurses Salaries Committee, under the Chairmanship of Lord Rushcliffe (Cmd. 6424, 6460, 6487 and 6542), have recommended for England and Wales national scales of salaries and emoluments and standard conditions of service for the various grades of nurses, midwives and mental nurses in the employment of local authorities, voluntary hospitals, district nursing associations, or other public health services.

A series of Reports of the Scottish Nurses Salaries Committee, under the Chairmanship of Professor Taylor (Cmd. 6439, 6488 and 6505), have made similar recommendations in respect of nurses and midwives in Scotland.

The Minister of Health and the Secretary of State for Scotland have recommended the adoption of the proposals to the employing authorities concerned, who will be eligible for a grant of half of the increased expenditure involved, provided that the recommendations are adopted in their entirety.

Domestic Help in Hospitals and Other Institutions

4th November, 1943. The Report of the Committee on Wages and Conditions of Employment for the supply of Domestic Help in hospitals and similar institutions and in the schools meal service, under the Chairmanship of Sir Hector Hetherington, was published (Cmd. 6481).

The Committee recommended minimum rates of wages and working conditions for the purpose of the supply of female domestic staff to hospitals and allied services and in the school meals service.

On the same date the Minister of Labour, Mr. Ernest Bevin, announced that he proposed to accept the recommendations of the Committee and, where they are fulfilled, to deal with recruitment in the same way as in any other important national service.

[The Minister's acceptance of the Committee's proposals does not interfere with the normal methods of wage negotiations between employers and employed. What it does mean is that the Minister of Labour would not **direct** women to such domestic work unless the wages and conditions are not less favourable than those recommended by the Committees. These recommendations provide for the recognition for this purpose of agreements between accredited representatives of employers and workers wherever they exist.]

Mr. Bevin said : " It is my aim that this service should be placed in the general estimation on a footing with any other industry, and that it should offer suitable training, prospects of advancement and proper welfare arrangements. I am, therefore, appointing a small *standing Committee* to advise me as to the further steps which should be taken from time to time in these and kindred matters."

He said that he was concerned with the further problem of " the private household which is suffering undue hardship owing to sickness, childbirth or other emergency. Plans for dealing with such cases are under consideration in my Department."

He also said he " hoped to benefit from the experience arising out of institutions to develop a proper domestic service organisation, and on that I propose to seek the advice of the Committee which I am setting up."

20th January, 1944. Mr. Bevin announced the personnel of the Committee to advise him in respect of the services of domestic workers in connection with the care of the sick and wounded, the old and infirm, and young children. The Chairman is Mr. M. S. McCorquodale, Joint Parliamentary Secretary to the Ministry.

Mr. Bevin also mentioned that " the question of the provision of training in domestic work is now under consideration in connection with post-war training schemes. During war time, organised training courses for large-scale cooking are already in operation and plans for the extension of such courses to other branches of domestic work are under examination."

25th May, 1944. A Ministry of Labour and National Service statement announced the inauguration of courses of training for domestic work. At these courses, which are at present provided in a limited number of areas, women can have training at Government expense and receive wages during training.

The scheme has been based on recommendations of the Standing Advisory Committee on Institutional Domestic Employment referred to by Mr. Bevin on 4th November, 1943. It is described in a pamphlet, **Training for Domestic Work in Hospitals and Similar Institutions**, issued by the Ministry of Labour and National Service (P.L. 153/44).

Industrial Health

Factory and Welfare Board

22nd July, 1942. In a survey of progress in industrial welfare during the war, the Minister of Labour, Mr. Bevin, referred to the Factory and Welfare Board, in connection with the post-war period. The Board was created in 1940 for the discussion between representatives of all interested parties on matters of industrial health.

Mr. Bevin said : " I regard this procedure as a safeguard against the rigid bureaucratic methods. It gives industry and public services their proper place in this branch of administration and I hope that a Board of this character will remain a permanent feature to enable us to get over the changes and difficulties which will arise in our industrial system in the vexed and difficult times which lie ahead."

Mr. Bevin also mentioned the general development of welfare work in his Department which he hoped " will be of lasting benefit to the community." He referred in particular to such extensions of industrial service as the provision of factory canteens, the development of accident prevention and health services, the development and intensification of medical supervision inside the factory and the expansion of the factory nursing service in conjunction with the Royal College of Nurses.

Industrial Health Research Board

26th November, 1942. The Lord President of the Council announced that the Industrial Health Research Board had been reconstituted by the Medical Research Council and had initiated investigations into a number of new problems.

Industrial Health Advisory Committee

11th March, 1943. The Minister of Labour and National Service announced the appointment of an Industrial Health Advisory Committee to be attached to the Ministry of Labour.

Conference on Industrial Health

A Conference on Industrial Health, convened by the Minister of Labour and National Service, met on 9th, 10th and 11th April, 1943, at the Caxton Hall, Westminster. Its purpose was to emphasise the importance of industrial health and to elicit further suggestions for promoting it. The proceedings comprised speeches by Ministers, papers by a number of Government and other experts and contributions from persons attending the Conference. **Report of Proceedings** has been published and may be obtained from H.M. Stationery Office, price 1s. 6d.

[For Rehabilitation and Resettlement see under **Armed Forces**].

Nutrition Policy

Hot Springs Conference

The acceptance of the resolutions of the United Nations Conference on Food and Agriculture (see under Agriculture) involved a policy of raising the level of nutrition in this country.

6th July, 1943. In announcing the Government's acceptance of the resolutions of the Conference, the Foreign Secretary, Mr. Eden, said :

"The third resolution recommends that Governments should immediately begin the task of increasing food resources and *improving the diets* of their peoples in accordance with the principles and objectives outlined in the findings of the Conference. His Majesty's Government intend, despite the inevitable difficulties which the war entails, to press on with this aim."

18th February, 1943. Before that, Lord Woolton, as Minister of Food, said in the House of Lords :

"We have made a beginning, at any rate, in establishing a nutritional standard for this country. . . . [Proposals for] children's allowances and a very considerable extension of the feeding of schoolchildren . . . arise directly out of our determination to establish some good, sound nutritional policy in this country. We have put the demand for milk, I believe, on a permanent footing. We have done a great deal towards educating the public in the value of vegetables. . . ."

8th December, 1943. Lord Woolton referred to the subject again as Minister of Reconstruction :

"We have made plans which will secure our major supplies of food for some time to come. We shall continue this policy, and, with it, I hope we shall retain much of the care and provision that we have exercised for the health of children and their mothers during the past. . . . In the stress of war we have established in this country a national concern for nutrition. We have used the knowledge of the science of food to preserve national health—indeed to promote national health—and on that, after all, depends our capacity for hard work as well as personal happiness."

Meals and Milk in Schools

In announcing the acceptance of the principle of children's allowances in the Debate on the Beveridge Report (16th February, 1943) the Lord President of the Council, Sir John Anderson, said "it is the intention of the Government to see that the provision of welfare services is developed to the fullest possible extent. . . ."

In pursuance of this undertaking, the Education Act makes it obligatory on local education authorities to provide meals and milk in schools.

Under the present permissive powers over 78 per cent. of the children in elementary schools and over 60 per cent. in secondary schools are already provided with milk ; while over 30 per cent. in elementary schools and about 54 per cent. in secondary schools are provided with meals.

On 25th May, 1944, Mr. Butler said that "the scheme covering 75 per cent. of the children, which is about the proportion thought likely to wish to have dinners in school, was expected to be completed in rather more than three years." He hoped, however, that the measures being taken by his Department would result in this period being considerably reduced.

Mr. Butler mentioned that "we have increased the service of meals from 300,000 three years ago to 1,500,000 now."

Population Problems

Appointment of Royal Commission

1st December, 1943. The Deputy Prime Minister, Mr. Attlee, announced the setting up of a Royal Commission under the Chairmanship of the Lord Chancellor to investigate the **Birth Rate and Trends of Population**. The terms of reference of the Commission will be as follows :

“ To examine the facts relating to the present population trends in Great Britain, to investigate the causes of these trends, and to consider their probable consequences ; to consider what measures, if any, should be taken in the national interest to influence the future trend of population ; and to make recommendations.”

Mr. Attlee added : “ The Government have also decided to set on foot immediately a number of inquiries of a technical kind. The exact scope and character of these investigations will be determined in consultation with the Chairman of the Commission.”

2nd March, 1944. The Prime Minister announced the personnel of the Royal Commission on Population.

Mr. Churchill further gave the personnel of the three Committees appointed by the Minister of Health “ to assist the Royal Commission respectively on the statistical, the economic, and the biological and medical aspects of the inquiry.”

List of Documents in order of mention in text

	<i>Net Price.</i>
A National Health Service, February, 1944. Cmd. 6502	1/-
A National Health Service—The White Paper Proposals in Brief ...	3d.
Social Insurance and Allied Services, November, 1942. Cmd. 6404 ...	2/-
Post-War Hospital Problems in Scotland, October, 1943. Cmd. 6472 ...	9d.
Report of Inter-Departmental Committee on Medical Schools, 1944 ...	4/6
Interim Report of the Inter-Departmental Committee on Dentistry, November, 1944. Cmd. 6565	6d.
Nurses Act, 1943. 6 and 7 Geo. 6. Ch. 17	3d.
Nurses (Scotland) Act, 1943. 6. and 7 Geo. 6. Ch. 33	3d.
First Report of Nurses Salaries Committee, February, 1943. Cmd. 6429	9d.
Report of Midwives Salaries Committee, July, 1943. Cmd. 6460 ...	6d.
Second Report of Nurses Salaries Committee, December, 1943. Cmd. 6487	9d.
Nurses Salaries Committee. Report of the Mental Nurses Sub- Committee, August, 1944. Cmd. 6542	9d.
Scottish Nurses Salaries Committee. Second Report, April, 1943. Cmd. 6439	6d.
Report of the Mental Nurses Sub-Committee of the Scottish Nurses' Salaries Committee, September, 1943. Cmd. 6488	1d.
Scottish Nurses Salaries Committee. Third Report, February, 1944. Cmd. 6505	6d.

Report of the Committee on Minimum Rates of Wages and Conditions of Employment in connection with Special Arrangements for Domestic Help, November, 1943. Cmd. 6481	... ..	2d.
Training for Domestic Help in Hospitals and similar Institutions, May, 1944. Ministry of Labour and National Service Pamphlet P.L. 153/1944.	... ..	—
Conference on Industrial Health, Caxton Hall, Westminster, 9th, 10th and 11th April, 1943. Report of Proceedings	... ..	1/6
Final Act of the United Nations Conference on Food and Agriculture, Hot Springs, Virginia, U.S.A., 18th May—3rd June, 1943. Cmd. 6451	... ..	9d.

Selected Pamphlets

The Medical Planning Commission, organised by the British Medical Association in collaboration with the Royal Colleges, defined the objects of medical service in a Draft Interim Report, issued in 1942, as follows :

“(a) To provide a system of medical service directed towards the achievement of positive health, the prevention of disease and the relief of sickness.”

“(b) To render available to every individual all the necessary medical services, both general and specialist, and both domiciliary and institutional.”

The definition is quoted in the Beveridge Report. Salient passages from the Draft Interim Report are quoted in the White Paper on a National Health Service.

This and other contributions by representative organisations to the problems dealt with in these notes are listed below.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
British Dental Association.	Memorandum to the Inter - Departmental Committee on Dentistry (November, 1943).	13 Hill Street, Berkeley Square, W.1.
British Dental Students' Association.	Dental Education (October, 1942).	Royal Dental Hospital of London, 32 Leicester Square, W.C.2. Price 1/-
British Hospitals Association.	Memorandum of Policy on Regionalisation of Hospital Services (November, 1941).	12 Grosvenor Crescent, S.W.1. Price 3d.
British Medical Association.	A National Health Service. Report of the Council of the B.M.A. to the Representative Body (May, 1944).	B.M.A. House, Tavistock Square, W.C.1.
British Medical Students' Association.	A Memorandum on Medical Education (December, 1942).	B.M.A. House, Tavistock Square, W.C.1. Price 1/-

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Central Council for the Care of Cripples.	A Memorandum on the "Report of the Inter- Departmental Commit- tee on the Rehabilita- tion and Resettlement of Disabled Persons" (July, 1943).	34 Eccleston Square, S.W.1. Price 3d.
Communist Party.	A National Health Service (October, 1944).	16 King Street, W.C.2. Price 9d.
Group of (9) Pathologists.	Pathology and the National Health Service. British Medical Journal, 10.6.44.	British Medical Association, B.M.A. House, Tavistock Square, W.C.1 29 Gordon Square, W.C.1. Price 9d.
Institutional Management Association.	Report of Hospital Sub- Committee (September, 1943).	
Labour Party.	National Service for Health. The Labour Party's Post-War Policy (April, 1943).	Transport House, Smith Square, S.W.1. Price 2d.
Labour Party.	The Nation's Food. Based on Memorandum by Sir John Boyd Orr (December, 1943).	Transport House, Smith Square, S.W.1. Price 2d.
Liberal Party.	Health for the People . (1942).	Liberal Publication Dept., 8 Gayfere Street, S.W.1 Price 1/-
London Council of Social Service.	The Communal Restaur- ant. A Study of the Place of Civic Restaur- ants in the Life of the Community (August, 1943).	7 Bayley Street, Bedford Square, W.C.1. Price 6d.
Medical Planning Commission.	Draft Interim Report (1942).	B.M.A. House, Tavistock Square, W.C.1.
Medical Planning Research.	Interim General Report. Supplement to <i>The Lancet</i> , 21st November, 1943.	The Lancet Office, 7 Adam Street, Adelphi, W.C.2.
National Union of Stud- ents, British Medical Students' Association, British Dental Stud- ents' Association, Scottish National Union of Students.	Health and the Student (1944).	N.U.S., 3 King's Parade, Cambridge. Price 5d.
Nuffield College.	The Reform of the Public Health Services, by Sir Arthur MacNalty, for- merly Chief Medical Officer of the Ministry of Health (1943).	Oxford University Press. Price 2/6
Nuffield Provincial Hospitals Trust.	A National Hospital Ser- vice — A Memorandum on the Co-ordination of Hospital Services (October, 1941).	16 King Edward Street, Oxford.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Political and Economic Planning.	Medical Care for Citizens (September, 1944).	Europa Publications Ltd., 39 Bedford Square, W.C.1. Price 1/-
Public Dental Service Association of Great Britain.	Memorandum to the Inter-Departmental Committee on Dentistry (April, 1944).	15 Taviton Street, Gordon Square, W.C.1.
Research Board for the Correlation of Medical Science and Physical Education.	Three-Part Interim Report (November, 1944).	Hamilton House, Bidborough Street, W.C.1. Price 2/-
Royal College of Nursing.	Nursing Reconstruction Committee Report : Section I. The Assistant Nurse (September, 1942) Section II. Education and Training, and Section III. Recruitment (December, 1943).	Henrietta Place, Cavendish Square, W.1 Price 1/- Price 2/-
Royal College of Nursing.	Draft Memorandum on the Place of Nursing in a National Health System.	Henrietta Place, Cavendish Square, W.1.
Royal College of Obstetricians and Gynaecologists.	Report on a National Maternity Service (May, 1944).	58 Queen Anne Street, W.1. Price 1/6
Royal College of Physicians of London.	Social and Preventive Medicine Committee. Interim Report (October, 1943).	Pall Mall East, S.W.1.
Royal College of Physicians of London.	Committee on Psychological Medicine. Interim Report — Undergraduate Education in Psychiatry (October, 1943).	Pall Mall East, S.W.1.
Royal College of Physicians of London.	Report of Planning Committee on Medical Education (April, 1944).	Pall Mall East, S.W.1.
Socialist Medical Association.	A Socialised Health Service (January, 1944).	59 New Oxford Street, W.C.1. Price 6d.
Society of Medical Officers of Health.	A National Health Service (November, 1942).	Tavistock House South, Tavistock Square, W.C.1.
Tory Reform Committee.	To-morrow's Children (October, 1944).	Europa Publications Ltd., 39 Bedford Square, W.C.1. Price 1/-
Women's Liberal Federation.	Women's Work and Position in the State. Section I. "In and Around the Home"—under Nursing, Maternity and Child Welfare and Nutrition (July, 1943).	Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 6d.

J.—HOUSING

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N.B.—Readers are asked to bear in mind that this booklet deals with events up to December 1944, only. For later developments they should consult the relevant weekly Surveys.

[On 12th November, 1943, Mr. Henry Willink succeeded Mr. Ernest Brown as Minister of Health.]

"I regard it as a definite part of the duty and responsibility of this National Government to have its plans perfected in a vast and practical scheme to make sure that in the years immediately following the war, food, work and homes are found for all" (Prime Minister at the Mansion House, 9th November, 1943).

Ministerial Responsibility for Housing

The position has been made clear in ministerial statements.

Housing Policy. "The primary responsibility [for housing policy] will continue to rest with the Minister of Health and the Secretary of State for Scotland." (Mr. Attlee, 23rd November, 1943).

Technical Advice. "The Ministry of Works will be the Government authority to which the Ministry of Health and the Scottish Office will look in all matters concerning plans, designs, specifications, materials and the technique of construction and costs of houses. The local authorities . . . will have to look solely to the Ministry of Health and the Scottish Office" (Mr. Oliver Lyttelton, 30th November, 1943).

Co-ordination. "The proposals for a post-war housing programme must be co-ordinated with the rest of the Government's plans for reconstruction in the years immediately following the end of the war, and this will be one of the duties of the . . . Minister of Reconstruction" (Mr. Attlee, 23rd November, 1943).

Local Authorities. Speaking in the House of Lords on 10th December, 1943, Lord Woolton said that the Ministry of Health "will approve the schemes prepared by the local authorities, who will have, as in the past, the execution of a substantial part of the housing programme . . . the Ministry of Health will be the single channel of communication between the Government and the local housing authority."

To ensure that the local authorities have the full benefit of the special knowledge of the Ministry of Works on technical questions, the Ministry of Health and the Ministry of Works have collaborated in preparing a manual of general instructions on housing matters for the guidance of local authorities. (This *Housing Manual* is referred to below.)

7th December, 1944. At the time of going to press Mr. Duncan Sandys, who on 22nd November succeeded Lord Portal as Minister of Works, announced that the responsibility for concerting the action of all the Government Departments concerned with bomb damage repair in London had been placed on the Minister of Works.

A Two-Year Programme 300,000 Permanent Houses

8th March, 1944. The Minister of Health, Mr. Willink, made a statement the object of which was "to indicate the lines on which the Government propose to proceed . . . with the construction of new houses of a permanent type. Both types, the permanent and the temporary, are complementary parts of a single Government policy for providing the largest possible number of new homes during these first two years."

"To enable local authorities to make an early start, as soon as conditions permit, with the construction of new houses of a permanent type, the Government have decided to introduce temporary legislation extending the present scope of housing subsidies so as to include dwellings built to meet general needs." [Hitherto such subsidies had been limited to houses built for the rehousing of slum dwellers, the abatement of overcrowding, and for agricultural workers.]

"Local authorities will be enabled to buy in advance land required for these housing operations, using compulsory powers if necessary. And Parliament will be asked to empower the responsible Ministers, as after the last war, to confirm compulsory purchase orders for the acquisition of land for housing purposes without holding an inquiry. . . . The Secretary of State for Scotland and I are informing local authorities of these decisions to-day. . . .

The local authorities will be invited to proceed on the basis that all preliminary preparations should be made to ensure that, if building resources should permit, 100,000 houses can be completed or under construction by the close of the first year after the end of hostilities in Europe, and a further 200,000 by the close of the second year. These 300,000 houses will be in addition to those built under the programme of temporary construction."

Scotland's share of the 300,000 houses is 50,000, "20,000 for the first year and 30,000 for the second year." (Mr. Westwood, 19th July, 1944).

29th June. Mr. Willink mentioned that "local authorities have . . . been advised to base their short-term programmes on their annual output of houses before the war."

Housing (Temporary Provisions) Act

The temporary legislation referred to above has been passed. The Housing (Temporary Provisions) Act, 1944, received the Royal Assent on 3rd August, 1944.

The Act gives effect to the decision to extend the scope of housing subsidies, so as to include dwellings built for **general needs**, by making **any** new houses or flats provided by a local authority before 1st October, 1947, eligible for the subsidy provided under the Housing (Financial Provisions) Act, 1938.

The Act further provides for expediting the procedure where land is acquired for housing under a compulsory purchase order, by giving the Minister power to dispense with a local inquiry.

19th July. The Act does not increase the amount of subsidy payable under the 1938 Act to an appropriate figure. Moving the second reading of the Bill, Mr. Willink said: "It is . . . our intention to introduce legislation dealing with the appropriate amount of subsidy as soon as we feel that it is possible to form a reasonable view of what local building costs will be during the period . . . to 1st October, 1947, and when we can also form an opinion of what will be an appropriate level of rent. . . . When the figure is fixed it will apply retrospectively to all houses built under schemes . . . approved . . . after the passing of this Bill."

A corresponding Scottish measure, the Housing (Scotland) Act, 1944, received the Royal Assent on 26th October, 1944.

Acquisition of Sites

26th September, 1944. The Secretary of State for Scotland, Mr. Thomas Johnston, said that "sites in Great Britain already owned by local authorities are sufficient for some 290,000 houses, of which England and Wales have 234,000 and Scotland 56,000. Sites for many more houses are in process of selection and acquisition. . . ."

On certain of these sites the construction of roads and sewers, and in some cases the provision of such public services as water, electricity and gas, are being carried out during the present year. Thus if the course of the war permits it will be possible to make a start in 1945 with the actual building of houses (*Housing Manual*, 1944, see below).

Temporary Houses

26th March, 1944. The Prime Minister, in his broadcast, referred to three lines of attack on the problem of "the provision of houses for all who need them, with priority for our Servicemen as and when they come home from the war." First, by reconditioning war-damaged houses; second, by pre-fabricated or emergency houses; and third, by the programme of permanent rebuilding.

Mr. Churchill mentioned that he had inspected the model emergency house. "They are, in my opinion, far superior to the ordinary cottage as it exists to-day; not only have they excellent baths, gas or electric kitchenettes, and refrigerators; but their walls carry fitted furniture—chests of drawers, hanging cupboards, and tables—which to-day it would cost £80 to buy. . . . For the rest of the furniture standard articles will be provided and mass-produced so that no heavy capital charge will fall upon the young couples or others who may become tenants. . . . I am assured that these houses . . . will be available at a very moderate rent. All these emergency houses will be publicly owned and it will not rest with any individual tenant to keep them in being after they have served their purpose of tiding over the return of the fighting men and after permanent dwellings are available. . . ."

The emergency factory-made house referred to by the Prime Minister was the Ministry of Works' pressed steel bungalow which was opened to view in London at the Tate Gallery site on 1st May, 1944.

8th June. The Parliamentary Secretary to the Ministry of Works, Mr. Hicks, said: "A new full-scale model [of the pressed steel bungalow] has been erected to show the modifications and improvements introduced as the result of the detailed study of the prototype . . . and of criticisms and suggestions received."

19th July. The Deputy Prime Minister, Mr. Attlee, announced that "the Government have approved the model. . . ."

Since that date three further types of temporary houses have been approved and are open to view at the Tate Gallery site (see below).

Housing (Temporary Accommodation) Act

The Housing (Temporary Accommodation) Act, 1944, which received the Royal Assent on 10th October, 1944, contains the statutory provisions necessary to enable effect to be given to the temporary programme.

The general outline of the scheme envisaged under the Act is that the temporary houses will be provided and owned by the Government. They will be erected on sites acquired and developed by the local authority and to the utmost possible extent the scheme will be treated as part of the housing operations of local authorities.

The power given by the Act to supply temporary houses is limited, unless Parliament otherwise determines, to temporary houses which are erected or intended to be erected by 1st October, 1947.

The Act gives the Minister power to remove the temporary houses when there is no longer any need for them. It also empowers a local authority to require the Minister to remove the houses at any time after 10 years from the passing of the Act unless the Minister is satisfied that housing conditions require that they should remain.

It confers on local authorities special powers up to 31st December, 1945, for the rapid acquisition of land required for the erection of temporary houses.

The Act applies to Scotland as well as England and Wales.

1st August, 1944. Moving the Second Reading of the Bill, Mr. Willink explained that if a policy of temporary houses were adopted "there were a number of conditions which should be fulfilled."

- (1) "The project should not delay the building of permanent houses, and consequently . . . it should make the minimum demand upon the building industry. . . . Whereas it is usually reckoned that it takes 100,000 building operatives to build 100,000 houses in a year, the building labour required for 100,000 of these 'bungalows' is not more than 8,000 to 10,000."
- (2) "The second object . . . is speed. We have reason to think that something of the order of 100,000 of these bungalows can be produced within one year of going into production."
- (3) "The third question is . . . that the emergency provision should consist of structures which were definitely intended not to stand for more than a limited period and that their design should comply with that intention." This consideration has caused the proposed bungalow to be below the normal standard in height of rooms and area but "in many respects, particularly the fittings, one has a standard which, I hope, all permanent house-construction will imitate and emulate." On the technical and scientific side "it is probably more scientifically correct than any house has ever been."

Life of Bungalow. Mr. Willink said that "financial arrangements are being made on the basis that the average life of the house will be 10 years . . . It will probably vary from district to district. It will be determined in accordance with the housing situation in each district as building develops. . . ."

Rent of Bungalow. As to rent, Mr. Willink said: "These bungalows should be let on terms about equal to the rents charged for local authority houses. It is a smaller house than the ordinary municipal house, but it will contain a number of items which are normally tenant's fixtures, giving rise to expense for the tenant."

26th September. The Minister of Production, Mr. Oliver Lyttelton, intervened in the resumed Debate on the Second Reading.

A Start Before the End of the War. Mr. Lyttelton explained that he was taking part in the Debate "because we are going to try to begin the actual production of emergency houses in a very short time, irrespective of the estimated end of the European war. We are going to begin actual production if necessary while the war is in progress. That is an entirely new situation. . . . In doing that, we must . . . be sure that . . . we do not disrupt in any way the vital war production, which is my primary responsibility."

Referring to certain types of temporary houses, other than the pressed steel bungalow, that had been approved, Mr. Lyttelton said that they will "enable production to begin on some scale, not a very large scale, in January next [which is not possible for the steel house owing to the time that it will take to make the jigs and tools]."

The Secretary of State for Scotland, Mr. Thomas Johnston, said: "The three types approved are similar in size, standard of equipment and of fittings and cost." It is hoped that when they are "in full production some 2,500 a week will be available." [A fourth type has since been approved. See below.]

All the houses will have "standardised fittings to the estimated retail cost of about £80 to £100. These include wardrobes, cupboards, book-case, immersion heater and gas or electric cooker. . . . Utility furniture required to furnish these houses with the bare essentials of accommodation will cost about £45. . . . In addition . . . the local authorities have power . . . to . . . supply any house provided by them with all the requisite furniture, fittings and conveniences . . . at cost price."

"Temporary Accommodation"

20th November, 1944. **Temporary Accommodation, Memorandum for the Guidance of Local Authorities**, was published by the Ministry of Health and the Ministry of Works.

Just as the **Housing Manual, 1944** (see below), was to give guidance to local authorities as to the lines on which they should frame their proposals for permanent accommodation, the purpose of the present memorandum is to give similar assistance as to the lines on which proposals to provide temporary accommodation should be framed.

"It is essential," the Memorandum states, "that temporary accommodation should not be considered in isolation but in relation to the whole housing programme of the authority. The use of temporary accommodation will, the Government believe, make it possible approximately to double the number of dwellings which could otherwise be provided with the limited amount of skilled labour available in the first year after building can be resumed. The types of temporary factory-made house approved by the Government have been specially selected on account of the small proportion of ordinary building labour required for their erection. The temporary scheme must not be allowed to stand in the way of the permanent scheme, and it will be for each authority to whom temporary houses are allotted to ensure that both sections of their programme can proceed side by side without stultifying one another."

Types of Temporary Houses. The following four types of temporary houses have so far been approved by the Government for the purposes of the Act :

<i>Type of House.</i>	<i>Type of Wall Construction.</i>
The Pressed Steel house.	Pressed Steel.
The Arcon Mark V house.	Steel framework covered with corrugated asbestos cement sheets.
The Uni-Seco house.	Wooden framework covered with flat asbestos sheets.
The Tarran house.	Plywood framework covered with concrete infilling.

All these types are generally similar, except that the Arcon Mark V has a central hall. All are bungalows, and all will contain the kitchen and cupboard units incorporated in the pressed steel house. The Uni-Seco is designed for either a narrow or a wide frontage.

A description and plans and drawings of each of the above types are given in Appendix I.

The bungalows will be erected by the Ministry of Works, who will also be responsible for the foundations, laying of drains, etc. It will be for the local authority to provide the site, construct the roads and sewers, and ensure that the other main services—water, gas and electricity—are available by the time the houses are due for erection.

The local authority will choose the tenants, fix and receive the rents, manage the property and keep it in repair.

“The selection of tenants for the bungalows, as for permanent houses,” the Memorandum states, “is a matter for the local authority, and it will be for them to determine the relative priority of individual applications, but they will no doubt give special consideration to the claims of men and women who have been on war service and are unable to obtain a separate home of their own, and in particular to the claims of those who have been disabled.”

Long-Term Programme

5th March, 1943. The Minister of Health, Mr. Ernest Brown, at a meeting of Local Authorities in London and the Home Counties, announced “a target figure of between three and four million houses” as the aim of the long-term post-war building programme. This figure includes Scotland.

It includes 300,000 cottages for agricultural workers (Lord Portal, House of Lords, 18th March, 1943).

1st December, 1943. Mr. Willink explained that the generally accepted estimate of 3,000,000 to 4,000,000 houses needed during the first 10 or 12 years of peace has been arrived at “by reference to two overriding considerations :

- (i) the number of dwellings required to replace slum dwellings and dwellings in a poor condition or grossly deficient in modern amenities—estimated at 1,500,000 to 2,500,000.

- (ii) the number required to give each family a separate dwelling and to eliminate overcrowding—estimated at 1,500,000.

[Mr. Willink did not specifically mention the number of houses destroyed by enemy action.]

Up to the end of May, 1944, i.e. before the flying bomb period, the number of houses in the United Kingdom destroyed or damaged beyond repair was 175,000. Of these 165,000 were in England and Wales, including 84,000 in London.

From June, 1944, to the end of September, 1944, the number of houses in the United Kingdom destroyed or damaged beyond repair was 27,000. Of these 25,000 were in London.

8th December. The Minister of Reconstruction, Lord Woolton, referring to the programme of 4,000,000 houses, said: "I am not promising 4,000,000 houses, but I can tell you that we are planning to expand the building industry so as to try to cope with a programme of this quite colossal magnitude. This means a labour force of 1,250,000 men from an industry which has had to make a very heavy contribution towards the provision of our war needs. It is bound to be some time before the industry can be expanded sufficiently to meet all the claims for building in the post-war years. . . ."

15th March, 1944. Mr. Willink said that the immediate need is much less than the above. "We cannot give an exact figure but I think it is reasonable to put it in the neighbourhood of 1,000,000 houses. In that figure I include what we believe to be the number of homes needed for families without separate homes of their own, replacements of houses already marked for slum clearance, and houses required if statutory overcrowding—that is, overcrowding as defined by Statute—is to be abated."

Scotland's Share

1st December, 1943. Mr. Johnston gave the following provisional estimates of the number of new houses required for Scotland under the various categories:

(i) houses required to replace unfit houses	...	...	121,000
(ii) houses required to end overcrowding (1938 figure)	...	...	200,000
(iii) houses required as a result of the increased marriage rate since December, 1938	...	...	130,000
(iv) houses required to meet general needs and to replace houses destroyed by bombing	...	...	65,000
			<hr/> 516,000
Deduct houses completed since December, 1938	...	...	50,000
			<hr/> 466,000

"The prospective demands for further houses during the next decade will depend upon a number of factors including the marriage rate, the rate of wastage of houses and rising housing standards, and it is impossible to make any estimate at the present time."

Building Priorities

17th March, 1943. The Parliamentary Secretary to the Ministry of Works, Mr. Hicks, stated that the Minister "has for some time had in hand the collection and co-ordination of all the available requirements and proposals for building, repairs to buildings, construction and reconstruction after the war. For this purpose he has established a specific section in the Ministry of Works which, in conjunction with all Government Departments concerned, including the various controls of materials, will prepare a comprehensive national programme in terms of labour, materials, cost, time and geographical location. On the basis of this survey it will be possible to take the necessary decisions as to the works of first importance and the allocation of materials and labour, and to set up any machinery necessary to secure that the post-war building programme is developed, and carried out, as smoothly and expeditiously as possible."

2nd June. Lord Portal referred to the progress made: "During the last three months we have obtained from 9 Government Departments their programmes and we have put the work on a 12-year basis. . . . We can already see that the work is available for the first 12 years. . . .

"The first two years after the war . . . are going to be the difficult years. . . . Almost half the work outlined is for housing under the Ministry of Health. As soon as the war is over, there will be some essential matters to be dealt with, and therefore during the first two years, at any rate, it will be necessary to have some system of priorities which will ensure that the most essential things come first, having regard to the amount of labour available."

23rd July. Mr. Hicks said that the "preliminary programme is now sufficiently defined to allow general decisions as to priorities and allocations, supply of materials, import of timber, etc., to be taken, and we are confident that the way will be cleared for work to be put in hand immediately the war ends. It must be emphasised also that after the preliminary period an increasingly large part of the national building programme will be initiated by private enterprise. If the programme as a whole is to be properly balanced and diversified and spread regionally over the whole country, and with assurance of adequate labour and materials, both private works and Government and local government works must be combined in one whole, and the machinery to enable this to be done with the least difficulty and friction is being studied."

10th December. Lord Woolton reaffirmed that "the post-war programme of building will . . . be based on a statement of priorities. . . . We shall have during the period—I do not know how long—to ensure that both building materials and labour are used for the purpose of the greatest national interest. . . ."

Central Housing Advisory Committee of the Ministry of Health

The Central Housing Advisory Committee of the Ministry of Health is a statutory body constituted under the Housing Act, 1936. Its membership includes five women. The Committee has set up several Sub-Committees.

Rural Housing

Rural Housing, the Report of the Rural Housing Sub-Committee, Chairman Sir Arthur Hobhouse, was published on 25th May, 1944.

This Sub-Committee had submitted two reports before the war and in April, 1942, it was asked by the Central Committee "to review the subject of rural housing especially in relation to changes caused by the war and the policy to be pursued after the war."

The Sub-Committee has interpreted these terms of reference as covering the problem of rural housing in England and Wales in relation not only to agricultural workers but to all dwellers in areas of a rural character.

The report contains an historical review of rural housing since 1918, discusses the position after the present war and sets out six main objectives for the post-war period :

- (1) A concentration of effort to restart rural housing activities after the war on the widest scale then practicable ;
- (2) The acceleration of the rate of progress to the maximum extent as labour and materials become available ;
- (3) A fair allocation of labour and materials between town and country so that the rural population does not suffer ;
- (4) A planned programme to bring rural housing conditions up to the highest possible level in a given period of years ;
- (5) The raising of housing standards in backward districts up to the best attained by progressive authorities ;
- (6) A financial basis for new house building in rural areas which will make it possible to give the agricultural worker as good a house as the worker in other industries.

The main recommendations include :

Joint Committees, representing the County and Rural Councils, with co-opted representatives of organisations concerned with housing, to be set up in each county, to frame a common policy for improving housing conditions.

A thorough and comprehensive survey to be carried out as soon as possible in every rural district in England and Wales ; to be completed within twelve months.

On completion of the survey, each Rural Council to draw up a long-term programme of repair, reconditioning and provision of new houses ; this programme to be carried out within a period fixed by the Ministry of Health.

The reconditioning grant under the Housing (Rural Workers) Acts should be reviewed at once in the light of the rise in building costs.

A special Exchequer subsidy is recommended to bridge the gap between the rent suggested for agricultural workers and the economic rent of houses built both by local authorities and private enterprise ; as well as a special Exchequer subsidy for exceptionally poor rural districts, particularly in Wales.

A special chapter is devoted to Welsh rural problems " which are often very different from English problems and need much further study and investigation of local circumstances than they have up to now received."

The recommendations include the setting up of a Standing Consultative Committee to advise on rural housing in Wales.

25th May. Mr. Willink intimated in the House of Commons his general acceptance of the recommendations of the Sub-Committee.

In a circular to local authorities he is "asking them to co-operate in establishing the joint county committees on rural housing" and "to proceed as soon as circumstances permit with the thorough and comprehensive survey of rural housing conditions which is recommended as a basis for the long-term housing programme." With regard to the financial recommendations, "consultations as to the nature and amount of Exchequer subsidies . . . are proceeding with the Associations of local authorities." Mr. Willink said that he hoped to submit to Parliament proposals for the amendment of the Housing (Rural Workers) Acts on the lines recommended.

Private Enterprise Housing

Private Enterprise Housing, the Report of the Private Enterprise Sub-Committee, Chairman Sir Felix Pole, was published on 13th July, 1944.

The Sub-Committee was appointed by the Central Committee in October, 1942, "to consider the part that private enterprise can best play in post-war housing, the conditions in which it can most effectively operate, and the methods of finance and organisation required."

The Report reviews the part played by private enterprise in providing houses in the past ; the financial facilities available for building and purchasing; and the work of Housing Associations.

With regard to the operation of private enterprise in the post-war period, the Committee concludes that "given favourable conditions, the housing needs of a large section of the people of this country can be met without assistance from public funds. The conditions required include cheap money, a plentiful supply of labour and materials, building costs in close correspondence with the cost of living, and stability of values."

Apart from war-time shortages and restrictions, the chief obstacle to the resumption of building by private enterprise on a pre-war scale is held to be "the level of building costs which are out of scale with the cost of living."

Recommendations of the Sub-Committee include :

If private enterprise is to maintain its position in the post-war period, it must produce a considerably larger proportion of houses for letting.

Private enterprise should be encouraged to participate, although necessarily on a limited scale, in the short-term building programme, in order that building organisations may be brought to a state of readiness for the long-term programme. To enable private enterprise to operate during this period, a subsidy will be essential.

When private enterprise is meeting the same needs as local authorities it should be eligible for the same Exchequer subsidy.

The raising of the limit of value of houses for which advances may be made under the Small Dwellings Acquisition Acts and the Housing Act.

Prices of Building Materials. A body for reviewing the prices of building materials should be kept in permanent commission. It should have the power to call for the production of books and its reports should always be made public.

Standards of Buildings. The question was dealt with in the report of a Panel of three members of the Sub-Committee which is printed as Appendix II. They reject as impracticable the idea of a compulsory scheme for controlling the standard of house-building and recommend a voluntary scheme on the lines of that evolved by the National House Builders' Registration Council, to be developed with the support of the Government "for securing the maintenance of good standards of building."

13th July. Mr. Willink announced in the House of Commons, that "the Government have considered [the Report on Private Enterprise Housing] and have decided to accept the recommendation that Exchequer subsidy should be provided for houses built by private enterprise . . . during the early post-war period, subject to conditions as to size, construction, selling price and rent. It is proposed that the administration of the scheme should be in the hands of local authorities. . . . I propose to introduce the necessary legislation in due course."

"The Government have also decided to accept the recommendation to reconsider the present limit of £800 fixed under the Small Dwellings (Acquisition) Acts and Section 91 of the Housing Act, 1936, for the purpose of advances and to introduce the necessary legislation for this purpose. . . .

"The Government also accept the recommendation that support should be given to the development of a scheme on the lines of the National House Builders' Registration Council for securing the maintenance of good standards of building."

Design of Dwellings

Design of Dwellings, the Report of the Design of Dwellings Sub-Committee, Chairman the Earl of Dudley, was published on 17th July, 1944.

It is accompanied by the report of a Study Group of the Ministry of Town and Country Planning on **Site Planning and Layout in Relation to Housing**.

The Sub-Committee was appointed by the Central Committee in March, 1942, "to make recommendations as to the design, planning, layout, standards of construction and equipment of dwellings for the people throughout the country."

The Report is confined to "the types of permanent dwelling commonly built by local authorities," although the Sub-Committee points out that the standards it recommends are equally applicable to houses built by private enterprise.

Evidence was taken from a large number of individuals and organisations, particularly women's organisations. The Sub-Committee included seven woman members and the Secretary was also a woman, Miss Judith G. Ledeboer, A.R.I.B.A.

The Sub-Committee considers that "local authorities should have greater regard to the views of housewives and should make greater use of their powers to co-opt suitable women to their Housing Committees."

Stress is laid on the importance of good design, and it is recommended that "the Minister of Health, in the absence of special circumstances, should require all local authorities to employ trained architects for their housing

schemes." Particular attention should be paid to the designing of rural cottages to "conform with the local traditions in building and with the landscape."

The Report deals, among other matters, with types of dwelling ; standards of accommodation ; rural cottages ; terraced housing ; flats ; maisonnettes ; accommodation for old people and for single persons ; standards of construction ; and equipment and fittings.

Detailed technical notes on the way the Sub-Committee thinks its recommendations can best be carried into effect, with some drawings, are given in Part II of the Report.

In common with the Sub-Committee on Private Enterprise (see above) the Sub-Committee finds that "one of the disturbing features of the present position is that the rise of building costs is so much out of proportion to the rise in the cost of living. Extensive building is possible only if building costs bear a reasonable relationship to the general cost of living."

[The recommendations in this Report form the basis of the Housing Manual, 1944. See below.]

Site Planning and Layout in Relation to Housing

This Report considers the establishment of a right relationship of houses to each other and to their environment, that is, the place of housing accommodation "in a plan which embraces many other forms of land use."

The Report deals with the relationship of housing and town planning ; "neighbourhood" planning to "aid in every way the full development of community life" ; space about dwellings ; road layout and parking ; architectural form ; and planting in streets and public places.

"Housing Manual, 1944"

25th September, 1944. The Housing Manual, 1944, which has been prepared jointly by the Ministry of Health and the Ministry of Works, was published.

The Manual gives technical guidance to local authorities, architects, builders and others on the layout, planning, construction and equipment of permanent houses to be built under the Government short-term housing programme covering the first two years after the end of the war in Europe.

In general, the standards recommended in the Manual are those proposed by the Design of Dwellings Sub-Committee of the Minister of Health's Central Housing Advisory Committee (the Dudley Report) which has been noted above.

The ground covered in detail in the Manual includes :

- Site planning and layout
- Plans of Houses and Flats
- Plans for special occupants, e.g. old people
- Efficiency in Building
- New materials and methods
- Services and equipment

Advice on fuels and appliances has been contributed by the Ministry of Fuel and Power. The Ministry of Town and Country Planning has advised on site-planning and layout.

On the technical aspects of building, the Manual generally follows the recommendations of the Committee on House Construction (the Burt Committee) which is noticed below.

The Manual includes many diagrams illustrating different types of plans and drawings of fittings and equipment. There are also a number of photographs of houses already built by local authorities, showing various arrangements and styles.

[A further volume of **Technical Appendices** was issued on 1st December.]

In the light of the technical guidance in the Manual local authorities are to prepare their plans and submit them for approval to the Minister of Health so that the way may be clear for the building of houses as soon as authority can be given.

Scottish Housing Advisory Committee

"Planning our New Homes"

On 23rd March, 1944, the Scottish Housing Advisory Committee published a Report entitled **Planning our New Homes**.

The Committee was set up in August, 1942, under the Chairmanship of Mr. Joseph Westwood, Joint Parliamentary Secretary of State for Scotland, to report on the design, internal planning, standard of construction and layout of new houses, and on the provision of furniture by local authorities in municipal houses.

The Report is described in a Press Notice issued from the Scottish Office as "the first comprehensive set of recommendations by a Government Committee on post-war housing." It is in a new form for publications of this kind, being illustrated with photographs, colour plates, detailed drawings and plans.

After outlining the scope of the post-war housing problems in Scotland the Report recommends a "**three-stage**" programme to meet it.

First Stage—The provision of "transitional" houses in the form of pre-fabricated and preferably demountable dwellings for purely temporary occupancy, the maximum use of converted war buildings, etc.

Second Stage (which will proceed simultaneously with stage one)—The building of **permanent** houses to short-term standards—broadly equivalent to the pre-war sizes of houses built by Scottish authorities but incorporating improved equipment, etc.

Third Stage (to be commenced when costs are stabilised, and labour, materials, etc., are more plentiful)—The provision of permanent houses to the "long-term standards" of accommodation, equipment, etc., laid down in the Report.

The bulk of Part I of the Report is devoted to setting out, as a basis of long-term post-war housing policy, standards of design, accommodation, planning and equipment.

Part II of the Report deals with the supply of furniture by local authorities in municipal houses. The Committee recommends that local authorities should supply essential items of furniture to those tenants who really need them.

Distribution of New Houses in Scotland

On the 8th November, another Report of the Scottish Housing Advisory Committee was published under the title **The Distribution of New Houses in Scotland in the Immediate Post-War Years** (Cmd. 6552).

The Report was drawn up by a Sub-Committee appointed on 2nd October, 1942, "to consider and advise on the measures required to secure the most appropriate distribution of houses to be erected in Scotland in the immediate post-war years."

Under the head of the National Redistribution, the Report makes comprehensive recommendations for both the short-term and the long-term periods.

Recommendations for the latter include :

A house-to-house survey as soon as the population has settled down after the disturbances of war, to furnish a basis for a long-term housing programme. This survey should be completed in two years after the end of the European war.

A second house-to-house survey, some time after the first, to enable housing authorities to take account of families living at unreasonably long distances from place of work.

Recommendations under the head of Local and Regional Distribution include :

A long-term policy of redevelopment accompanied by a long-term policy of decentralisation and dispersal.

The adoption of a positive programme for the expansion of existing small towns by means of housing schemes suitably related to industrial development.

As a first step towards dispersal, a survey of towns and townships suitable for expansion up to an optimum population of 50,000 to 60,000 inhabitants.

It is emphasised that rural areas should have a full share in the distribution of houses.

Contribution of War Damage Commission

22nd November, 1943. The Chairman of the War Damage Commission, Sir Malcolm Trustram Eve, drew the attention of "people whose property is either right down or in such a damaged state that they have not been able to do any work at all" to a recent Treasury direction, which offered them encouragement to rebuild their property after the war.

This Treasury direction—taking into account the fact that the provision of housing accommodation is in the public interest—empowers the Commission to make a *cost of works payment*, instead of a *value payment*, estimated at March, 1939, levels, "in the case of a house built after the 31st March, 1914 . . . if, and when, the owner has been able to rebuild such a house, even if the bomb left nothing but a pile of rubble. The same benefit will be available to the owner of any house built before 1914 where the Commission is satisfied that, before the bomb or blast hit, it was not less sound than when erected, and in design, layout and amenities was reasonably similar to the post-1914 house of the same type."

In June, 1944, the War Damage Commission, in agreement with the National Federation of Building Trades Employers, issued a Pamphlet

entitled **Cost of Works (England and Wales)**. The pamphlet explains in detail the procedure in arranging for the repair of war damage to privately owned houses and the assessment of payments of cost of works. A similar pamphlet applicable to Scotland was issued on 3rd November, 1944.

War Damaged Churches

Mention may be made here of a scheme announced by the War Damage Commission on 15th May, 1944, for the rebuilding and repair of "nearly 14,000 churches, monasteries, convents and other ecclesiastical buildings" which have suffered various degrees of damage in enemy raids. In such cases, a "**Church Payment**" is to be awarded. This is to be assessed as the smaller of either "the reasonable costs of 'plain repair' of the war damage," or "the reasonable cost of building a 'plain substitute church'"; provision being made for cases requiring individual consideration "for architectural, historic, or other reasons of special importance . . . where . . . it may be in the public interest to secure exact reinstatement." The amount of the church payment costs will be assessed on prices ruling at the date when work is done.

Technical Problems—Ministry of Works

Building Research Station

The Building Research Station of the Department of Scientific and Industrial Research acts as the "research arm" of the Ministry.

Directorate of Post-War Building

The Directorate of Post-War Building was set up in March, 1942, with the object of securing a comprehensive and co-ordinated review of building technique for the guidance of those who would be responsible for the direction and organisation of building after the war.

"The Directorate works through a series of study committees consisting of experts in their particular branches" (Mr. Hicks, 23rd July, 1943).

The reports of these study committees, together with reports of certain other committees appointed by Government Departments, are being published by the Ministry of Works in a series of 22 **Post-War Building Studies**, covering every aspect of design, structure and installation, and special types of building.

The reports in the series that have been published up to date, are :

1. House Construction (Burt Committee, see below)
2. Standard Construction of Schools
3. Plastics
4. Plumbing
5. The Painting of Buildings
6. Gas Installations
7. Steel Structures
8. Reinforced Concrete Structures
9. Mechanical Installations
10. Solid Fuel Installations
11. Electrical Installations
13. Non-Ferrous Metals
14. Sound Insulation and Acoustics

Reports in the course of preparation are :

12. The Lighting of Buildings
15. Walls, Floors and Roofs
16. Business Buildings
17. Farm Buildings
18. The Architectural Use of Building Materials
19. Heating and Ventilation
20. Fire Grading of Buildings
21. School Buildings for Scotland
22. Farm Buildings for Scotland

In an introductory note to the reports, Lord Portal points out that " the Reports in this series are not official publications in the sense that the Government as such is responsible for or necessarily accepts the views expressed, but their contents are authoritative and cannot but be of great value to all concerned with preparations for building after the war."

House Construction—Report of Burt Committee

House Construction by an Inter-Departmental Committee, under the Chairmanship of Sir George Burt, the first of the series of Post-War Building Studies, was published on 31st March, 1944.

The Committee was appointed in September, 1942, by the Minister of Health, the Secretary of State for Scotland and the Minister of Works " to consider materials and methods of construction suitable for the building of houses and flats, having regard to efficiency, economy and speed of erection, and to make recommendations for post-war practice in the light of all relevant findings of the Study Committees co-ordinated by the Directorate of Post-War Building of the Ministry of Works."

The present Report marks the completion of the first part of the Committee's work : an investigation into the alternative (i.e. non-traditional) methods of house construction used between the wars, with recommendations on those methods capable of application or suitable for development after the war. Throughout this investigation, the Committee was assisted by the Building Research Station, which made available the results of researches extending over a number of years.

The report is in three parts.

Part I contains a discussion on basic considerations affecting house construction, together with suggestions for the guidance of designers for a performance basis to ensure adequate strength and stability, thermal insulation, sound insulation and the like. The Committee believes that this is the first time that such a basis for house construction has been formulated.

Part II is a survey of alternative types of house built between the wars.

Part III contains a review of some alternative materials which may be required during a possible temporary shortage of normal materials, and of newer materials which merit further trial with a view to permanent adoption.

The Committee considers that a co-ordinated programme of research and experiment is necessary to encourage further development of alternative methods, and a programme of this nature is being carried out by the Ministry of Works and the Department of Scientific and Industrial Research, with the co-operation of the Health Departments. The Department of Health for

Scotland through the Scottish Special Housing Association is also carrying out certain experimental work of particular import to Scotland.

It is considered by the Committee that research may reveal advantages in a greater measure of standardisation of structural units and the Report recommends that research should be directed to that high degree of organisation in the workshop and on the site which will be necessary to obtain the full results of standardisation.

After the submission of this Report, the Committee on House Construction "was reconstituted on a broader basis as a standing advisory committee representative of the professions of architecture and engineering and of all elements of the building industry" (Lord Portal. Introductory Note).

Mission to United States

Sir George Burt had been a member of an Expert Mission appointed by the Minister of Works to survey American practice in the design and construction of buildings, in equipment and finishing and in the use of materials with a view to securing in Great Britain in the post-war period :

- (a) Increased speed and output.
- (b) Reduced building cost.
- (c) Improved standards of equipment and finish.
- (d) Improved conditions for operatives.

The Report of the Mission entitled **Methods of Building in the U.S.A.** was published on 7th February, 1944.

The Report is divided into parts dealing with design of buildings, building procedure, construction and costs, factory-produced building, and concludes with a summary of recommendations.

These include simplification of design of buildings for great standardisation and for mechanisation of constructional work ; greater use of factory-produced units and assemblies ; general application of the time and progress schedule system.

There is a recommendation that legislation be promoted with the object of securing registration of architects and professional engineers so that building plans shall be prepared by registered persons only. It is recommended that advantage be taken of American experience in various matters, including temporary houses built by factory methods ; and materials, some already in extensive use in U.S.A., others likely to be more widely used after the war, such as plastics and compositions making use of wood waste.

Standardisation

A standardisation branch of the Directorate of Post-War Building was established in August, 1942, and a **Standards Committee** appointed to consider the use of standard fittings and components in building and to recommend action that should be taken to introduce the greatest possible measure of standardisation.

The Committee's study had, as stated in the terms of reference, "the particular object of ensuring (a) economy in the use of material in the post-war period (b) simplified and speedier procedure and construction, and (c) wherever possible, improved quality and design."

The First Progress Report of the Standards Committee was published in May, 1944, under the title **The Use of Standards in Building**. It includes a summary of recommendations for materials and components agreed up to 30th November, 1943, with typical drawings, and an Appendix on **The Scope of Prefabrication**.

Lord Portal had referred to this subject in the House of Lords on 8th February, 1944 : "My Ministry, with the interests concerned, has been carrying out a considerable degree of standardisation in fittings and components to see how far these can be reduced in types. . . . One of the most effective ways of securing efficiency and economy will be by far greater standardisation of essential parts than hitherto." Lord Portal instanced a great reduction in the number of sizes of metal windows and types of baths, water heaters, tanks and cisterns, and said we are dealing with many other items on similar lines.

Advisory Council of the Building and Civil Engineering Industries

This Council was appointed in November, 1942, for "the examination and mutual consideration of problems and policies affecting the present and future position of the building and civil engineering industries, in relation to the demands of the country's building and civil engineering requirements" (Mr. Hicks, 17th November, 1942).

It is representative of every element in the building industry . . . and [advises the Minister] on all questions of importance in the building trade" (Lord Portal, 2nd June, 1943).

Experimental Houses

Controller of Experimental Building

2nd June, 1943. Lord Portal announced the appointment of a Controller of Experimental Building : "I have recently appointed a **Controller of Experimental Building Development**, whose business it will be to co-ordinate all the ideas and new methods put forward by any firm or individual interested in building or the manufacture of building materials and equipment. He will have the advice of an Inter-Departmental Committee on House Construction. . . . It will link up the people who are experimenting with those who are actually engaged in building operations."

2nd February, 1944. Mr. Hicks said that the Controller has "the special duty of assisting private enterprise and local authorities to develop new methods, materials and fittings for house construction by advice and by arranging for the issue of licences and other facilities where the proposal appeared likely to be of value. The Controller works in close contact with the Burt Committee. . . ."

Building Costs Research Officer

23rd July, 1943. Mr. Hicks said that the Minister of Works had recently appointed "a **Building Costs Research Officer** to undertake a systematic analysis of building costs with the object of breaking up into constituent parts the cost of different classes of building works. From the data obtained it will be possible to concentrate on the most economic forms of construction, having regard to the material and labour resources likely to be available in the post-war period."

On the subject of future building costs, Mr. Hicks said : " As regards the future, when the special war-time factors . . . disappear, improved organisation, new methods and new management should . . . more than pay the cost of such reforms as the guaranteed week and holidays with pay which we hope to see as a permanent part of the structure of the industry. We at the Ministry are engaged in an intensive study of the individual items which make up the cost of building. We are developing experimental work in all suitable directions, and I see no reason why, by a joint effort of all concerned, costs should not be brought down to a reasonable figure."

Experiments by Local Authorities and others

8th October, 1943. The Minister of Health told the Conference of the National Housing and Town Planning Council that, in addition to the investigation by the Inter-Departmental Committee, several local authorities were carrying out practical experiments in new methods of construction.

26th January, 1944. Mr. Hicks stated that out of 249 suggestions, made to the Burt Committee, for new methods of construction, uses of material and types of equipment, " the Committee have recommended the granting of licences or other facilities necessary for full-scale experiments to be carried out in 36 cases, excluding work being carried out by the Ministry."

Work carried out by the Ministry

8th December, 1943. Mr. Hicks announced the Ministry's programme of experimental houses which it is proposed to build to demonstrate the possibilities of various methods of construction. " A first instalment of 12 houses, in six pairs, is contemplated. In addition, eight other houses are being built for the Building Research Station, to enable full-scale scientific research to be made into problems of building construction generally."

15th December. Mr. Hicks explained that the object of the demonstration houses was " to ascertain comparative costs and labour requirements and to try out the various alternative materials and methods that have been considered by the [Burt] Committee. . . . The results will be made available when the work is completed."

Consultant on Planning and Demonstration Houses

18th January, 1944. It was announced by the Ministry of Works that the Minister had retained Mr. Arthur W. Kenyon, F.R.I.B.A., as Consultant on matters affecting the design and planning of experimental and demonstration houses.

The Minister is also receiving, in this connection, the advice of a panel of three architects nominated by the President of the Royal Institute of British Architects.

8th February. Lord Portal said : " The Ministry of Works are putting up a number of houses to demonstrate the use of different materials in permanent house construction, and to ascertain the costs. All these plans have been agreed with the Ministry of Health . . . also by a panel of three architects nominated by the President of the R.I.B.A. . . . We want to obtain comparable costs in the methods of construction. . . . The alternative materials to be used are those recommended by the Inter-Departmental Committee presided over by Sir George Burt. . . . So as to get comparative costing results these houses

will be built to similar plans of 850 superficial feet, except for two pairs which will be built to plans approved by the Dudley Committee in advance of the submission of their Report. These two pairs will be 900 superficial feet."

He added that the best of all the various methods of house building surveyed by the Burt Committee are being used for the houses now being erected by the Ministry of Works.

2nd May. Lord Portal mentioned that two pairs of the demonstration houses had been completed and all of them should be ready for inspection by those interested in a couple of months. Great care was being taken to keep a record of "the comparative cost of the various methods of construction and uses of alternative materials."

[The demonstration houses, covering 10 types, are on view at Northolt, Middlesex (Mr. Hicks, 11th October, 1944).]

Scotland

4th April, 1944. The Secretary of State for Scotland, Mr. Thomas Johnston, speaking in Edinburgh, said that the Department of Health for Scotland had arranged with the Scottish Special Housing Association for the erection of a scheme of demonstration houses at Sighthill, Edinburgh. The first house, a Weir steel house, had been completed.

Timber Houses

15th March, 1944. Mr. Johnston mentioned that the question of the provision of timber houses had been explored both with the Swedish Authorities and with the Canadian Government.

Materials

Cement

A Committee on **Cement Production**, set up in January, 1941, had been asked to consider, among other matters, the demand for cement "in meeting all needs after the war, particularly in connection with post-war reconstruction."

In a Report presented in April, 1941 (Cmd. 6282) the Committee advised on the steps that would be necessary to provide for any demand that might arise.

Bricks

A Committee on the **Brick Industry** presented a third (and final) Report in April, 1943. The recommendations include steps designed to increase efficiency and enable the industry better to contribute to the post-war building programme.

A **National Brick Advisory Council** was set up in August, 1942, on a recommendation in the Brick Industry Committee's Second Report.

23rd July, 1943. Mr. Hicks said that the National Brick Advisory Council advises "the Minister on questions connected with the brick industry, including care and maintenance, closed works, haulage rates, prices, technical questions affecting manufacture, and the post-war organisation of the industry." He referred to the arrangements made for care and maintenance of closed brick-yards to enable them to start work again as soon as required.

Timber

8th February, 1944. Lord Portal said : " Steps have been, and are being taken to ensure the supply of all building materials that will be required for post-war building. Timber is the only major material that has to be imported."

27th July. It was announced by the Ministry of Supply that " arrangements have been made between the Ministry of Supply and the various sections of the Canadian Timber industry for the supply of considerable quantities of timber during the two years following upon the cessation of hostilities in Europe. Formal contracts with individual shippers are about to be negotiated."

Manpower

A Report on **Training for the Building Industry** was published by the Ministry of Works in February, 1943. At the same time a White Paper on the same subject (Cmd. 6428) was presented by the Minister of Labour and the Minister of Works.

These papers study the requirements for building labour after the war, and the training that will be necessary to provide the requisite numbers.

The Report stressed the necessity for a long-term programme, for a guaranteed week, and for regulation of numbers to ensure that at all stages the " Manpower Plan " harmonises with the " Building Plan."

The appointment of a **Building Apprenticeship and Training Council** was proposed, and comprehensive recommendations were made for apprenticeship, technical education, and special training to meet the requirements in the immediate post-war years.

The White Paper endorsed these recommendations. " It is considered that a post-war construction programme designed for 10 or 12 years will require the labour force in the building industry to be built up over a period to about 1,250,000 men.

" It will be an essential part of the expansion that recruitment into the industry shall be regulated so as to correspond as closely as possible with the estimated future demands of the construction programme. . . ."

The elimination of casual labour was held to be a further condition of a satisfactory expansion of the labour force of the industry.

The special training scheme to fill the gap in the supply of skilled workers in the immediate post-war years was being prepared " on the basis that training will have to be provided for up to 200,000 men during the first three or four years of the programme."

It is noted that, while the greater part of the training will have to be given in Great Britain, the position of men in the Forces overseas will have to be considered, especially if large forces have to be kept abroad after hostilities have ceased.

Building Industry Advisory Panel

A Building Industry Advisory Panel, to be presided over by the Minister of Labour and National Service on his deputy, would be established to cover all relevant labour questions arising on the building programme ; under which there would be a **Special Training Committee**. Arrangements would be made for local advisory committees.

2nd June, 1943. Lord Portal said that "with Government support the industry itself is now going to try to arrange a guaranteed week and that . . . will substantially abolish the problem of casual labour. . . ."

23rd July. Mr. Hicks referred to the special training scheme : "Our plan is to start training men demobilised from the Forces and industry. The White Paper . . . forecast that it would be necessary to train up to 200,000 men as craftsmen during the first three or four years ; we hope to do that, and we are proceeding on the basis that the bulk of them should be trained in the first two years. . . . This figure is provisional, because recruitment must be regulated so as to correspond as closely as possible with the public demand for reconstruction. . . ."

Building Apprenticeship and Training Council

23rd July. Announcing that a Building Apprenticeship and Training Council (as proposed in the Report and White Paper) had been set up, with Sir Malcolm Eve as Chairman, Mr. Hicks said : "This Council, on which are represented educational bodies, as well as industrial and professional interests, will have the vital task of ensuring that the right number and right quality of young craftsmen are trained to meet all requirements of the post-war building industry, including management."

The Building Apprenticeship and Training Council published their first Report on 17th January, 1944.

The Council were entrusted with "the duty of observing and advising on all matters concerning the recruitment, education and training of young persons for craftsmanship and management in the building industry and of encouraging the development of apprenticeship schemes on a comprehensive basis."

The Report sets out a scheme calculated to provide an adequate supply of properly trained men for the building industry after the war.

Assuming that the industry will require 500,000 craftsmen, the Report suggests an annual intake of 15,000 to 20,000 apprentices to make up a total apprenticeship strength of 75,000 to 100,000 on the basis of five years' apprenticeship.

Among other matters the Report considers industrial requirements, existing apprenticeship agreements, encouragement of apprenticeship and junior education for building. The principal recommendations of the Council are summarised at the end of the Report.

17th March, 1944. A Board of Education statement announced further steps to increase the number of boys in training for the building industry.

The Board have informed Education Authorities that the national importance of an increased supply of well-qualified recruits to the building industry renders it necessary that the provision of Junior Technical Schools for Building should be expanded as soon as possible, without waiting for the reorganisation of secondary education contemplated in the Education Bill.

Authorities are asked to explore the possibility of establishing new schools and enlarging existing schools, and, wherever war-time difficulties of staff and accommodation can be overcome, to have the arrangements for the new or additional intake ready as soon as possible this year.

The age of entry to the schools is about 13 years, and the courses are of two or three years' duration. Before the war the annual intake was about 300 boys.

1st August. Mr. Hicks gave an indication of the size of the labour force that would be available in the years immediately after the end of the war in Europe.

"In the building industry the number we had prior to the war was, roughly, about 1,008,000. . . . The number has been reduced . . . to below 380,000. . . . It is anticipated that the number available in the building industry immediately on the termination of hostilities, and when other demands of the country have been met, will be just over 300,000, of whom only 50,000 will be under 41 years of age. . . . It will take us two years after the end of hostilities with Germany to build up the labour force in the industry to 800,000. . . .

"After the war we will also have to deal with the maintenance work which has been left over for five years. Maintenance labour alone in the building industry prior to the war required just over 300,000 men. . . ."

It was on an estimated labour force for building of all kinds of between 350,000 and 380,000 that the maximum figure of 300,000 permanent houses, built or building at the end of the second year after the end of the war in Europe, was based (Mr. Willink, 1st August, 1944).

22nd September. It may be noted that in the White Paper, **Re-Allocation of Man-Power Between the Armed Forces and Civilian Employment during any Interim Period between the Defeat of Germany and the Defeat of Japan** (Cmd. 6548), it is proposed "to make a limited provision for certain urgent work of reconstruction on which a beginning must be made in the interim period."

For this purpose men "identified as belonging to particular occupational classes specified by the Minister of Labour and National Service as required for certain urgent reconstruction employments" will be specially transferred from the Forces. "They will be mainly required to supplement the labour force available for building houses against the time when sailors, soldiers and airmen will be returning in large numbers to civil life."

List of Documents in order of mention in text

Nét Price.

Housing (Temporary Provisions) Act, 1944. 7 and 8 Geo. 6. Ch. 33	...	1d.
Housing (Financial Provisions) Act, 1938	... ..	—
Housing (Scotland) Act, 1944. 7 and 8 Geo. 6. Ch. 39...	... ..	1d.
Housing (Temporary Accommodation) Act, 1944. 7 and 8 Geo. 6. Ch. 36	... ..	2d.
Temporary Accommodation. Memorandum for the Guidance of Local Authorities, November, 1944	... ..	6d.
Housing Act, 1936	... ..	—
Rural-Housing. Third Report of the Rural Housing Sub-Committee of the Central Housing Advisory Committee, 1944	... ..	1/-
Private Enterprise Housing. Report of the Private Enterprise Sub-Committee of the Central Housing Advisory Committee, 1944	....	1/-
Design of Dwellings. Report of the Design of Dwellings Sub-Committee of the Central Housing Advisory Committee, 1944	... ..	1/-

Housing Manual, 1944	2/-
Housing Manual, 1944. Technical Appendices	1/6
Planning our New Homes. Report by the Scottish Housing Advisory Committee, 1944	3/-
The Distribution of New Houses in Scotland. Report by the Scottish Housing Advisory Committee, 25th May, 1944. Cmd. 6552	2/-
War Damage Commission. Cost of Works (England and Wales) June, 1944	3d.
War Damage Commission. Cost of Works (Scotland) November, 1944	3d.
Post War Building Studies :	
1. House Construction	2/-
2. Standard Construction for Schools	6d.
3. Plastics	1/-
4. Plumbing	1/-
5. The Painting of Buildings	1/-
6. Gas Installations	6d.
7. Steel Structures	6d.
8. Reinforced Concrete Structures	6d.
9. Mechanical Installations	2/-
10. Solid Fuel Installations	9d.
11. Electric Installations	1/6
13. Non-Ferrous Metals	1/-
14. Sound Insulation and Acoustics...	1/-
Methods of Building in the U.S.A. The Report of the Mission Appointed by the Minister of Works, 1944	4d.
The Use of Standards in Building. First Progress Report of the Standards Committee, 1944	6d.
Report of the Committee on Cement Production, May, 1941. Cmd. 6282	2d.
Third Report of the Committee on the Brick Industry, 1943	9d.
Second Report of the Committee on the Brick Industry, 1942	6d.
Report on Training for the Building Industry, 1942	1/-
Training for the Building Industry, February, 1943. Cmd. 6428	1d.
Building Apprenticeship and Training Council, First Report, December, 1943	6d.
Re-allocation of Man-Power between the Armed Forces and Civilian Employment during any Interim Period between the defeat of Germany and the Defeat of Japan, September, 1944. Cmd. 6548	1d.

Selected Pamphlets, etc.

"It is the business of all of us who are taking a responsible part in public affairs to try to learn what people are thinking. . . . I am certain that anxiety as to employment after the war is the first thought in the minds of all those who are considering post-war reconstruction. . . . **The second is about post-war housing.** (Deputy Prime Minister, at Wakefield, 6th December, 1942).

An attempt to get the views of the "least vocal" of those concerned with this problem—the working housewife and other women living in lower rental dwellings—has been made by the Women's Advisory Housing Council by means of the circulation of a questionnaire. A similar method has been adopted by the Standing Joint Committee of Working Women's Organisations.

These, with other contributions by representative bodies to the subject of post-war housing, are given in the selection below.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Association of Building Technicians.	Emergency Factory-Made House (May, 1944)	5 Ashley Place, S.W.1. Price 6d.
British Electrical Development Association.	The Design and Electrical Equipment of Houses and Flats. Evidence submitted to the Ministry of Health. (March, 1942).	2 Savoy Hill, W.C.2. Free on application.
British Legion Planning Committee.	Interim Report on Housing (December, 1943).	Cardigan House, Richmond Hill, Surrey.
City of Leeds Housing Committee.	Post-War Housing Report (April, 1943).	Town Hall, Leeds.
Communist Party.	A Memorandum on Housing (January, 1944).	16 King Street, W.C.2. Price 9d.
Conservative Party.	"Looking Ahead." Foundation for Housing. Interim Report (March, 1944).	24 Old Queen Street, Westminster, S.W.1. Price 3d.
Co-operative Permanent Building Society.	"Design for Britain." Series of booklets by various authors, each expressing his own point of view.	J. M. Dent & Sons Ltd., Bedford Street, W.C.2. Price 6d.
Electrical Association for Women.	E.A.W. Point of View on Post-War Reconstruction. Interim Report. Sections on Housing and Electrical Equipment (March, 1943).	20 Regent Street, S.W.1. Price 2/6
Housing Centre.	Bulletin (duplicated type-script), issued monthly to subscribing members, or can be seen at the Centre, contains notes on housing and town planning news, etc.	13 Suffolk Street, S.W.1.
Housing Centre.	Reports (duplicated type-script) of weekly luncheon talks and discussions on housing and planning topics.	Annual subscription £1. Single reports 6d. each.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
<p>Illuminating Engineering Society.</p>	<p>Lighting Reconstruction Pamphlets : Principles of Good Light- ing. The Lighting of Public Buildings. The Lighting of Schools (May, 1944). Natural Lighting (June, 1944).</p>	<p>32 Victoria Street, S.W.1. Price 1/- each.</p>
<p>Labour Party.</p>	<p>Housing and Planning after the War (April, 1943).</p>	<p>Transport House, Smith Square, S.W.1. Price 2d.</p>
<p>Liberal Party.</p>	<p>Land and Housing (June, 1943).</p>	<p>Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 4d.</p>
<p>National Federation of Building Trades' Operatives.</p>	<p>Plan Housing Now (November, 1943).</p>	<p>Dalton Hill, Albury, Nr. Guildford, Surrey. Price 6d.</p>
<p>National Housing and Town Planning Council.</p>	<p>Post-War Housing Stan- dards. Evidence sub- mitted to the Central Housing Advisory Com- mittee — Housing and Planning News — Bulle- tin No. 17, September- October, 1942. The Housing and Plan- ning News - Bulletin, published bi-monthly, contains information on current topics relevant to housing and town- planning.</p>	<p>41 Russell Square, W.C.1.</p>
<p>National Smoke Abatement Society.</p>	<p>Design and Equipment in Post-War Housing in relation to Smoke Pre- vention. Memorandum to Sub-Committee on Design of Dwellings (1942).</p>	<p>Chandos House, Buckingham Gate, S.W.1. Price 2d.</p>
<p>National Union of Townswomen's Guilds.</p>	<p>Townswomen's Views on Post - War Homes. Memorandum to Sub- Committee on Design of Dwellings—The Towns- woman—June, 1943, (Monthly journal of the Union).</p>	<p>2 Cromwell Place, S.W.7. Price 2d.</p>

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Royal Institute of British Architects.	Housing (1944).	66 Portland Place, W.1. Price 1/6
Royal Society of Arts.	The Post-War Home—A Series of Lectures on its Interior and Equipment (October, 1942).	The Studio Ltd. Price 2/6
Society of Women Housing Managers.	Memorandum drawn up at the request of the Sub-Committee on Design of Dwellings (May, 1943).	13 Suffolk Street, Pall Mall, S.W.1.
Standing Joint Committee of Working Women's Organisations.	Memorandum to Sub-Committee on Design of Dwellings (January, 1943).	Transport House, Smith Square, S.W.1. (Duplicated)
Town and Country Planning Association.	Evidence on Future Housing Policy submitted to Central Housing Advisory Committee (May, 1943).	13 Suffolk Street, S.W.1. (Duplicated)
Women's Advisory Committee on Solid Fuel.	Heating, Cooking and Hot-Water Supplies for the Post-War House. (March, 1944).	4 Rickett Street, Fulham, S.W.6. Price 1/3
Women's Advisory Housing Council.	Women's Needs in Future Housing (January, 1943).	21 Bloomsbury Street, W.C.1. (Duplicated) Price 15/-
Women's Advisory Housing Council.	The Younger Women's Needs in Future Housing (July, 1943).	21 Bloomsbury Street, W.C.1. (Duplicated) Price 2/6
Women's Advisory Housing Council.	Supplementary Report on Women's Needs in Future Housing (April, 1944).	21 Bloomsbury Street, W.C.1. (Duplicated) Price 2/6
Royal College of Physicians of London.	Design of Dwelling Houses. Memorandum drawn up at the request of the Central Housing Advisory Committee (December, 1942).	Pall Mall East, S.W.1.

K.—MERCHANT NAVY

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“In the conditions which we hope to establish the factor determining whether British shipping will regain its former place in world trade will be the enterprise of British shipowners. . . .” (Lord Leathers, 4th October, 1944.)

Making Good War Losses

2nd June, 1943. The Parliamentary Secretary to the Ministry of War Transport, Mr. Noel Baker, said: “We are resolved that, after the war, Britain shall continue to serve the world with a large and efficient Merchant Navy, but . . . our post-war shipping policy does not depend upon ourselves alone. . . . In due course it must be discussed with other nations. In the meantime we have constantly in mind measures required to make good the losses which the war has caused.”

Purchase by British Shipowners of vessels built on Government Account

“A contribution towards the problem of enabling British owners to replace their war losses” was made by the Government in a **Scheme for purchase by British Shipowners of new vessels built on Government Account.**

A Memorandum describing the scheme was published as a White Paper in May, 1942. (Cmd. 6357).

Government Policy

14th July, 1943. Mr. Noel-Baker made an important statement on the future of the Merchant Navy.

He laid down “two basic propositions” which “the Government fully and unreservedly accept.”

Firstly, that “for us the Merchant Navy is a vital national interest and will remain so in peace time as it is in war.”

Secondly, that we have made pledges to the officers and men “that we are bound to honour and carry out.”

Mr. Noel-Baker proceeded to make “a declaration of Government policy” consisting (apart from details) of “three basic principles on which the action of the Government will be founded.”

- (a) "This country must . . . continue to serve the world with a large and efficient Mercantile Marine."
- (b) The Government "will be prepared to collaborate with other like-minded governments in establishing conditions under which the shipping of the world can be efficiently and economically carried on."
- (c) "When the Government speak of the efficiency of the Merchant Navy they include in that term the best attainable conditions of employment for the officers and men who are now serving the country so well."

"Within the limits of general principles, what I have said is both a **programme and a pledge**, a programme to which the Government are committed and a pledge by which they are bound and from which they will have in future no desire to recede."

Mr. Noel-Baker noted the added complication of the competition of civil aircraft.

He emphasised that "the main hope for the prosperity of every merchant navy, our own included, lies in the expansion and the great expansion of international trade. . . ." An important means for such expansion he believed to lie in the application of science to production.

Speaking of conditions of employment, Mr. Noel-Baker said that the National Maritime Board had "prepared a detailed and ingenious scheme under which the majority of the Merchant Navy would become, so to say, established so that they would have a permanent job, fixed holidays with pay and other privileges as long as they chose to stick to the sea." He also dealt with the questions of improved accommodation in ships, and health and welfare services.

4th October, 1944. The three principles mentioned above were reaffirmed by the Minister of War Transport, Lord Leathers, in a Debate on shipping and shipbuilding in the House of Lords.

Referring, in the same Debate, to the National Maritime Board's "first outline plan for a scheme of continuity of employment for our seamen after the war," Lord Leathers said: "There have been a number of unofficial talks with representatives of the industry on this plan, but consideration could not be pressed forward until the Government reached conclusions on the principles of the Social Security plan. Now that these have been published, the project is being re-examined in the light of the Social Security proposals."

Lord Leathers referred to the **International Agreement on Principles having reference to the Continuance of Co-ordinated Control of Merchant Shipping** which was published as a White Paper on 28th September, 1944 (Cmd. 6556). He pointed out that although "it is not directly concerned with post-war shipping questions as such . . . it had a direct bearing on these problems."

1st November. Mr. Noel-Baker explained that the agreement is to "continue through the transition period, that is to say, until six months after the end of hostilities with Germany or Japan, whichever is the later; and that during this period the shipping of every signatory country shall be used as a common pool to fulfil the common tasks of defeating the aggressors and of carrying out the tasks of reconstruction. . . . If there should be a surplus of shipping not

required for essential jobs, ships should only be released for free commercial trading on a mutually acceptable basis that is fair to all. . . . No one will get a flying start."

Training for the Merchant Navy

14th July, 1944. Dealing with the subject of "entry into the Merchant Navy and training for boys who want to go to sea," Mr. Noel-Baker mentioned the work of the Merchant Navy Training Board which has drawn up a report containing an outline plan covering both entry and training. "This scheme, which we are anxious should be carried out, or something very like it, would be a most notable advance and would make of our profession of the sea something of which we could be rightly proud."

4th October, 1944. Referring to this report Lord Leathers said: "I have . . . received from the Merchant Navy Training Board, which includes representatives of all sides of the industry as well as of [the Ministry of War Transport] and the Ministry of Education, proposals for the future training of those who wish to enter the deck department either as officers or ratings. These proposals represent a very considerable advance on anything that has hitherto been attempted in training and selection for the Merchant Navy."

Lord Leathers added that "the Training Board is now considering what similar arrangements should be made for the engineering and catering departments. . . ."

Shipbuilding Industry

4th October, 1944. Lord Leathers indicated that some relaxation of "the severe war-time restrictions in the types of vessels our yards have been allowed to build" was envisaged. "This relaxation will allow the construction of types of vessels suitable for peace-time needs." But "control of shipbuilding will have to remain at least until the end of all hostilities. . . ."

As to the post-war position Lord Leathers said: "We are very much alive to the national importance of this industry which employed nearly 90,000 workers before the war and employs considerably more now. Its importance is due to two major factors. . . . First, we must have a large shipbuilding industry as a means of national security and, secondly, the building of ships for overseas owners can make a very valuable contribution to our export trade."

"During the first four or five years after the end of the German war there will be a large flow of shipbuilding orders due to the desire of British and Allied owners to replace both their war losses and their obsolescent tonnage, particularly in the specialised types. Once this has been done a great slackening off is inevitable. . . . The amount of shipping that the world's trade requires is unlikely to expand indefinitely, and must impose a limit upon the number of orders for new ships. The whole question of the prospects of the shipbuilding industry is now under close review and in due course the Government will make a further statement."

1st November. Referring to the Government's decision to relax the conditions on which licences to build new ships can be granted, Mr. Noel-Baker said: "Licences can now be given for smaller ocean tramps, for intermediate cargo liners, for passenger liners and other vessels which will serve essential war needs, but which will be particularly useful to us when peace returns."

1st November. The First Lord of the Admiralty, Mr. A. V. Alexander, made an announcement on shipbuilding control during the transition period :

“ At the request of His Majesty's Government the Shipbuilding Conference and the General Council of British Shipping have been considering the problem of the transition period during which it is desirable that there should be some centralised control of the ordering of new ships. The joint committee appointed by these two bodies has produced a valuable report, which accepts the necessity for a continuance of licensing new construction during this transition period. His Majesty's Government agree with this view.

In full consultation with . . . the Minister of War Transport, and with the approval of His Majesty's Government, it has been decided to establish for the new phase, in place of the present war-time committee, a Shipbuilding Committee to advise the Minister and myself on all matters relating to priorities as between different types of merchant vessels and on the allocation of shipbuilding facilities between British, Allied and neutral shipowners, who may be placing orders.

The committee will endeavour to promote co-operation between ship-owners and ship-builders in the ordering of new tonnage, and in arrangements for the well-being, efficiency and stability of the shipbuilding industry.

The committee will contain representatives of the Admiralty, the shipbuilding industry, the shipping industry, and the shipbuilding operatives.”

Mr. Alexander mentioned that the shipbuilding industry would share in the provisions in the Finance Acts for the assistance of industry in general in the post-war period ; as well as the initial allowance of 20 per cent. for depreciation for plant and machinery required for post-war re-equipment, and the allowance of 10 per cent. for new industrial buildings (see under Employment—Taxation as an Instrument of Economic Policy). The Chancellor of the Exchequer has announced “ that he will, in due course, submit to Parliament that the 20 per cent. initial allowance shall apply to ships ordered now and to ships at present on offer by the Ministry of War Transport for post-war delivery.”

Shipbuilding Research

26th January, 1944. The Deputy Prime Minister, Mr. Attlee, said that a “ British Shipbuilding Research Association is now in the course of being established. The negotiations have been conducted in close consultation with the Department of Scientific and Industrial Research. . . . The Department has been invited to nominate two members to serve on the Council of the Association and on the Board which will formulate and supervise the programme of research, on which representatives of Admiralty and Ministry of War Transport have also been invited to serve.”

4th October, 1944. Lord Leathers welcomed “ the recent establishment of the British Shipbuilding Research Association whose general object is to promote research in shipbuilding and allied trades.”

1st November. Mr. Noel-Baker mentioned that “ a Committee under Sir Henry Tizard is working at the application of Radar for the improvement of ships' safety and other radio aids to navigation. Another Committee is working on constructional questions—fire prevention, navigational equipment, meteorological services and so on. . . .”

List of Documents in order of mention in text

Net Price.

Memorandum on a Scheme for purchase by British Shipowners of new vessels built on Government Account, May, 1942. Cmd. 6357 ...	1d.
International Agreement on Principles having reference to the Continuance of Co-ordinated Control of Merchant Shipping, London, 5th August, 1944. Cmd. 6556	1d.

Selected Pamphlets

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
General Council of British Shipping.	Air and Sea Transport (8th January, 1943).	Bury Court, St. Mary Axe, E.C.3.
General Council of British Shipping.	Freedom and Efficiency. A Policy for Britain's Merchant Fleet (14th January, 1943).	Bury Court, St. Mary Axe, E.C.3.
General Council of British Shipping.	British Shipping Policy. A Statement of General Principles (28th September, 1944).	Bury Court, St. Mary Axe, E.C.3.
General Council of British Shipping and Shipbuilding Conference.	Scheme for Regulating Orders of Ships in the Immediate Post-War Period (6th October, 1944).	Bury Court, St. Mary Axe, E.C.3.
Merchant Navy Training Board.	Outline Plan for the Post-War Training of Navigating Officers and Deck Ratings for the British Merchant Navy (June, 1943).	"The Torrs," 63 Castlebar Road, Ealing, W.5.

L.—PHYSICAL PLANNING

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1. Establishment of a Central Planning Authority—
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3. The Government's Views on the Scott Report
4. The Government's Views on the Barlow Report
5. Action on the Uthwatt Reports :
 - (a) Redevelopment of "Reconstruction Areas"—
Town and Country Planning Act, 1944
 - (b) Compensation and Betterment—White Paper on
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THREE MAJOR REPORTS

The progress achieved in the field of physical planning is mainly the story of the Barlow, Scott and Uthwatt Reports and the action taken on them.

It is impossible in these notes to give more than the briefest indication of the scope and recommendations of these three major Reports, which dealt with various aspects of town and country planning and were complementary to one another.

Barlow Report

The **Royal Commission on the Distribution of the Industrial Population** was constituted in July, 1937, under the Chairmanship of Sir Montague Barlow, with the following terms of reference :

“ To inquire into the causes which have influenced the present geographical distribution of the industrial population of Great Britain and the probable direction of any change in that distribution in the future ; to consider what social, economic or strategical disadvantages arise from the concentration of industries or of the industrial population in large towns or in particular areas of the country ; and to report what remedial measures if any should be taken in the national interest.”

The Report (Cmd. 6153) was completed in August, 1939, but, owing to the outbreak of the war, it was not presented to Parliament till January, 1940.

The main recommendations of the Barlow Commission were :—

The creation of a Central Planning Authority “ national in scope and character.”

The redevelopment of congested urban areas and the dispersal of industries and industrial population from such areas.

The encouragement of a reasonable balance of industrial development throughout the various regions in the country and the suitable diversification of industry within each region.

The continued drift of the industrial population to London and the Home Counties was held to constitute “ a social, economic and strategical problem which demands immediate attention.”

Scott Report

The **Committee on Land Utilisation in Rural Areas** was appointed in October, 1941, under the Chairmanship of Lord Justice Scott. The terms of reference were :

“ To consider the conditions which should govern building and other constructional development in country areas consistently with the maintenance of agriculture and, in particular, the factors affecting the location of industry, having regard to economic operation, part-time and seasonal employment, the well-being of rural communities and the preservation of rural amenities.”

The Report (Cmd. 6378) was presented in August, 1942.

The relation of this Committee to the Royal Commission is brought out on p. iv of the Report. “ The Royal Commission on the Distribution of the Industrial Population had taken the view that agriculture was outside its Terms of Reference : and consequently that it was precluded from considering the effects upon agriculture of the decentralisation and dispersal of industry and population which it recommended, or the conditions to be enforced for the protection of agriculture or otherwise. One of the objects of our appointment would therefore seem to be to consider and advise upon these two matters thus left open by the Royal Commission.”

On 26th February, 1941, Lord Reith, then Minister of Works and Buildings, had announced on behalf of the Government in the House of Lords “ that the principle of planning will be accepted as national policy, and that some central planning authority would be required.” The Scott Committee,

accordingly, assumed the establishment of a Central Planning Authority in making their recommendations.

These recommendations cover a very wide range. They comprise among other matters :

“ Measures for revivification of country areas,” embracing improvement of rural housing, extension of water supply and other services, and other recommendations to promote general rural well-being.

Recommendations relating to the preservation of rural amenities, such as the establishment of national parks, etc., and improved access to the countryside.

Recommendations as to the location and conduct of industry, other than agriculture, in rural areas, and

Recommendations regarding housing and planning in rural areas and “ miscellaneous constructional development ” such as airfields, roads and railways, wayside constructions, etc.

The Committee recommended control over “ interim development ” during the period between the decision to undertake a town and country planning scheme and the time when it is finally approved, legislation being passed to provide that every local authority which has not already done so shall be deemed to have passed a resolution to undertake such a scheme.

Uthwatt Report

The **Expert Committee on Compensation and Betterment** was appointed in January, 1941, under the Chairmanship of Mr. Justice Uthwatt. The terms of reference were :

“ To make an objective analysis of the subject of the payment of compensation and recovery of betterment in respect of public control of the use of land :

To advise, as a matter of urgency, what steps should be taken now or before the end of the war to prevent the work of reconstruction thereafter being prejudiced. In this connection the Committee are asked

to consider (a) possible means of stabilising the value of land required for development or redevelopment, and (b) any extension or modification of powers to enable such land to be acquired by the public on an equitable basis ;

to examine the merits and demerits of the methods considered,

and to advise what alterations of the existing law would be necessary to enable them to be adopted.”

An **Interim Report** (Cmd. 6291) was presented in July, 1941. It dealt only with that part of the terms of reference which asks the Committee to advise “ what steps should be taken now or before the end of the war to prevent the work of reconstruction thereafter being prejudiced.”

Extensive damage by enemy bombing had introduced the element of urgency into this part of the inquiry which was directed to forestall speculative dealings in land and also to provide against the undertaking of works which would be inconsistent with the policy of reconstruction ultimately decided upon, such as premature building or rebuilding in devastated areas.

The **Final Report** (Cmd. 6386) was presented in September, 1942.

The relation of this Committee to the Royal Commission is noted in paragraph 8 of the Final Report. "The first part of our terms of reference dealing with the subject of compensation and betterment arose out of the deliberations of the Barlow Commission. . . . Evidence placed before the Commission revealed that 'the difficulties that are encountered by planning authorities under the existing system of compensation and betterment are so great as seriously to hamper the progress of planning throughout the country ...' They accordingly recommended that . . . 'the Government should appoint a body of experts to examine the question of compensation, betterment, and development generally'."

As with the Scott Report, the recommendations of both the Interim and Final Reports of the Uthwatt Committee are based on the assumption that a Central Planning Authority will be established.

The main recommendations in the Interim Report were :

A price 'ceiling' for the public acquisition or control of land based on values at 31st March, 1939.

Interim control of development throughout the country to prevent work being done which might prejudice reconstruction while the broad lines of reconstruction are being worked out.

The definition and appropriate special treatment of "reconstruction areas" which should be replanned as a whole.

On 17th July, 1941, Lord Reith announced in the House of Lords the Government's acceptance of these recommendations ; but stated with regard to the "March, 1939, ceiling" that "the detailed application of the principle requires consideration. Adjustments may be needed to meet particular cases, and the principle must be open to review, if circumstances arise which make its application inequitable."

The Final Report set out the Committee's solution of the problem of compensation and betterment : namely, "the immediate vesting in the State of the rights of development in all land **outside built-up areas** on payment of fair compensation," and "a periodic levy on increases in annual site value."

For developed land the main recommendations in the Final Report are ;

For the purpose of securing necessary redevelopment the planning authority should be given the power to purchase compulsorily **the whole** of war-damaged or other reconstruction areas ; as well as land elsewhere to provide accommodation for persons displaced.

A new simple and expeditious procedure for obtaining and exercising compulsory powers of acquisition in such cases.

ACTION TAKEN ON THE PLANNING REPORTS

1. Establishment of a Central Planning Authority—Minister of Town and Country Planning Act, 1943

It may be noted that the appointment of the Barlow Commission in July, 1937, marked a turning point in the evolution of planning in this country. It introduced the conception of planning from a national standpoint ; the system provided by the Town and Country Planning Act, 1932 (as by its forerunners), having been essentially one of local planning, based on the initiative and financial resources of local bodies.

The Barlow Commission had recommended **National Planning** and the establishment of a **Central Planning Authority**. The acceptance of this principle by the Government was announced by Lord Reith in the House of Lords on 26th February, 1941, and confirmed on 11th February, 1942, by statements made by Mr. Greenwood in the House of Commons and Lord Reith in the House of Lords. It is the underlying assumption on which the recommendations of both the Scott and the Uthwatt Committees are based.

Effect has been given to the principles of national planning and a central planning authority by the **Minister of Town and Country Planning Act, 1943**, which received the Royal Assent on 4th February, 1943.

The Minister of Town and Country Planning is charged under the Act with "the duty of securing consistency and continuity in the framing and execution of a national policy with respect to the use and development of land throughout England and Wales."

[The Secretary of State for Scotland is responsible for the exercise in Scotland of the functions in regard to planning exercised in England and Wales by the Minister of Town and Country Planning.]

2. **Establishment of Interim Control—Town and Country Planning (Interim Development) Act, 1943**

The Interim Report of the Uthwatt Committee had recommended vesting in the Central Planning Authority "the power of controlling building and all other developments throughout the whole country by reference to national planning considerations and with a view to preventing work being undertaken which might be prejudicial to reconstruction." A similar recommendation had been made by the Scott Committee.

Effect has been given to these recommendations by the **Town and Country Planning (Interim Development) Act, 1943**, which received the Royal Assent on 22nd July, 1943, and the **Town and Country Planning (Interim Development) (Scotland) Act, 1943**, which received the Royal Assent on 11th November, 1943.

These enactments extended planning control to the whole of England and Wales, and Scotland, respectively, and conferred on local authorities, and the Ministers concerned, wider powers of control over interim development.

3. **The Government's Views on the Scott Report**

30th November, 1943 :—The Minister of Town and Country Planning, Mr. W. S. Morrison, announced the Government's views on the Scott Report.

Mr. Morrison said that many of the recommendations did not require legislation. They constituted a body of principles for guidance in planning.

Some of the salient points in Mr. Morrison's statement may be noted.

Recommendation for greater powers of central direction and control : The constitution of a central planning authority in the form of a Ministry of Town and Country Planning, the passing of the Town and Country Planning (Interim Development) Act, and the appointment by the Minister of ten Regional Planning Officers who are in close touch with the local Planning Authorities in their respective areas, have given effect to this recommendation.

Survey and Research. Information on land resources and conditions affecting their use is being collected in a series of planning maps. Detailed

surveys around expanding urban areas are being carried out. Attention is being directed to the appropriate uses of land and buildings that will no longer be needed by the Service Departments after the war.

Inter-Departmental co-operation for land use. Arrangements had been made for inter-departmental co-operation and these would ensure that full weight was given to agricultural considerations and that the interdependence of the pattern of road and rail communications and national and local planning problems was kept in mind.

Planning Control of Statutory Undertakers. Provisions regarding development by Statutory Undertakers under Special Acts would be included in a General Interim Development Order to be made under the Planning Acts. [The draft of the Town and Country Planning (General Interim Development) Order was published on 4th July, 1944.]

The Minister would make reports to the Committees of both Houses on the planning aspects of future Private Bills. [Examples are to be found in the Reports of the Minister on the Anglesey County Council Water Bill, 19th May, the Chesterfield and Bolsover Water Bill, 22nd May, and the Derwent Valley Water Bill, 5th June, 1944, in all of which the insertion of appropriate saving clauses to safeguard amenities is suggested.]

Recommendations as to the location and conduct of industry, other than agriculture, in rural areas. Some of these are stated to be in accordance with current planning practice, but require further re-inforcement. Some relate to larger national issues and must be considered in the light of decisions on the Barlow and Uthwatt Reports. The recommendations as to restoring the surface of land worked for extractive industries require full consideration to be given in each case to the economic issues involved. Attention is at present being concentrated on surface workings such as open-cast coal, ironstone and gravel.

Recommendations to promote general rural well-being. "The Government accept the broad object of these recommendations. Many of them have been, or are being, taken into consideration in the preparation of post-war plans . . ." (see under *Agriculture*).

Recommendations relating to the preservation of rural amenities and improved access to the countryside. The objects of these recommendations are accepted by the Government. The various detailed proposals are under review. Surveys are being made of areas suitable for national parks, nature reserves and recreational purposes, and a detailed coastal survey is being prepared as a basis for improved measures of access and control. "In general, the Government accept the view that the natural beauty of our country side is a matter of national importance, and, as such, must be of direct concern to national planning."

It may be mentioned in this connection that the Council for the Preservation of Rural England has undertaken on behalf of the Ministry of Town and Country Planning a **landscapesurvey**, showing landscape features and values with a view to suitable treatment and protection. The maps are being collated by the Ministry (Council for the Preservation of Rural England—War-time Progress Report, September, 1942—September, 1943).

4. The Government's Views on the Barlow Report

7th June, 1944 : The location of industry and the distribution of the industrial population are, to a large extent, two aspects of the same problem. It accordingly fell to the President of the Board of Trade, Mr. Dalton, to indicate "the Government's attitude . . . towards the Barlow Report" in the course of his exposition of the Government's policy on the location of industry as set out in the White Paper on **Employment Policy** (Cmd. 6527).

Mr. Dalton said : "The Government accept—I use my words carefully here—the main ideas of the Barlow Report, but we shall apply these ideas rather differently from the manner suggested in that Report. . . . We are now dealing with quite different conditions from those which the Barlow Commission had to consider. . . ."

- (i) "They wrote their report in time of peace. . . ."
- (ii) "We have at our disposal to-day more powerful weapons than the Barlow Commission could have contemplated . . . for influencing industrial location." [For example, **Industrial Building Permits**, described by Mr. Dalton as "the most powerful lever which the Government dispose of with regard to the future location of industry."]
- (iii) "We are . . . working within a widely different industrial pattern . . . inasmuch as [the] large numbers of Government factories . . . built in various parts of the country . . . have considerably altered the balance of industry in the different areas."

The two main ideas in the Barlow Report were :

- (1) The "decongestion of congested areas" i.e. the spreading out of those very congested areas over wider areas, and
- (2) The encouragement of a reasonable balance of industrial development as between the various regions in the country and the suitable diversification of industry within each region.

"These two ideas are accepted by the Government. The first is primarily a matter for the Minister of Town and Country Planning and he is dealing with it. . . . The second is the object of the policy outlined in the White Paper on **Employment Policy** which is to 'give us . . . a well-balanced and diversified industry in each main region in the country. . . .'

"The Barlow Report also proposed the imposition of a ban [on new industrial development] in certain areas. . . . We have powers to enforce that ban now and we reserve the right to use those powers . . . by declining to give industrial building permits in any particular areas. . . ."

"The Barlow Report recommended the prohibition of new factory development in London. We do not accept that as it stands. We shall consider each case on its merits. . . ."

5. Action on the Uthwatt Reports

(a) Redevelopment of "Reconstruction areas"—Town and Country Planning Act, 1944

As noted above, the principal recommendations of the Uthwatt Committee for dealing with the problem of the redevelopment of "Reconstruction areas" were :

- (i) Definition of such areas with powers for their compulsory purchase **as a whole** together with land to accommodate persons displaced.
- (ii) Price not to exceed sums based on the value of the land at 31st March, 1939.
- (iii) A more simple and expeditious procedure of public acquisition.

Other recommendations of the Committee included limiting the disposal of land acquired, in ordinary cases, to the grant of leases, and reserving power to the planning authority to carry out development if it cannot be otherwise secured.

The Town and Country Planning Act, 1944, which received the Royal Assent on 17th November, 1944, gives substantial effect to those recommendations of the Uthwatt Committee.

The primary object of the Act is to provide for the replanning and re-development of town areas which need to be laid out afresh and redeveloped as a whole, either because of extensive war damage or because of bad layout and obsolete development. Town redevelopment can thus be dealt with on an ordered and comprehensive programme.

The Act makes a distinction between "areas of extensive war damage" ('blitzed' areas), and "areas of bad layout and obsolete development" ('blitzed' areas). It treats the first as a relatively short-term and urgent programme; the second as a long-term and continuing programme.

Under the terms of the Act, war damaged areas may be "designated" on application by the Local Planning Authority within five years from a date to be appointed; and thereafter the local planning authority will have the power to purchase compulsorily the whole, or any part, of the area.

Areas of bad layout and obsolete development will not be designated as a whole, but the Local Planning Authority will have the power to purchase from time to time such land as they are ready to redevelop.

In each case the respective powers extend to the acquisition of land elsewhere which is needed for re-location of population and industries displaced by the redevelopment ("overspill" areas).

In certain urgent cases, on application within three years of the appointed date, a Local Planning Authority may be authorised to purchase compulsorily land in an area of extensive war damage that has not been "designated."

Exchequer grants will be paid towards the acquisition and clearance of a war-damaged area or of an overspill area associated with it.

For a period of five years the price paid on acquisition will be based on the standard of values at 31st March, 1939. An additional payment, not exceeding 30 per cent. of the 1939 value, may be made to the owner-occupier of a building or agricultural property. An additional payment may also be made in respect of an improvement carried out after 31st March, 1939.

The Act provides a simplified and more expeditious process of compulsory acquisition; and confers on Local Planning Authorities a number of other powers necessary for practical and satisfactory planning.

The designation and preservation of buildings of special architectural or historic interest are provided for.

The Act applies to England and Wales only. A corresponding Scottish Bill will be introduced later in the Session.

(b) Compensation and Betterment—White Paper on Control of Land Use

8th December, 1943 :—In his first speech as Minister of Reconstruction, Lord Woolton said “ [The Minister of Town and Country Planning] was the first Minister with whom I had consultations regarding reconstruction, for we must settle land policy without any delay. . . . It is a matter that for many peaceful years has been the subject of the most violent political controversy. In the temper of to-day, when all Parties in the State are determined, on this matter at any rate, to put the State before Party, we have very high hopes of a permanent settlement that will be fair to everyone. . . . The proper development of the land shall not be prevented or delayed either by motives of personal gain or other selfish reasons. Our proposal on this matter which affects the groundwork of all sound planning will be laid before Parliament at a very early date, so that local authorities . . . can make preparations to meet the responsibility that will fall upon them.”

23rd June, 1944 :—The White Paper on **Control of Land Use** (Cmd. 6537) was published.

The Foreword repeats the substance of Lord Woolton’s statement above.

The White Paper relates to England, Scotland and Wales, and outlines the Government’s proposals for the solution of the problem of compensation and betterment—the problem examined by the Uthwatt Committee in their Final Report.

In the view of the Committee the only effective solution lay in the unification in the State of rights of development in all land outside built-up areas. They further recommended that a levy should be imposed on increase of site value at regular intervals.

“ The Government accept as substantially correct the Uthwatt Committee’s analysis of the problems with which their Report deals.” In view, however, of the “ serious practical difficulties ” indicated in the White Paper, the Government are unable to adopt the Committee’s detailed proposals with regard to compensation and betterment.

After careful consideration, they now put forward for discussion by Parliament and the public the general scheme to which, in their view, detailed proposals should conform. They reserve the right to modify the proposals in the light of subsequent discussion.

“ The Minister of Town and Country Planning, the Secretary of State for Scotland and Local Planning Authorities need to be armed with effective powers, not only to control development and redevelopment, but also to secure that approved development and redevelopment are carried out on the right land and at the right time. So far as is possible these powers should be similar for both developed and undeveloped land.”

The main points in the scheme put forward by the Government for the solution of the problem of compensation and betterment are as follows :

(i) Universal requirement to obtain consent

The scheme is based on the principle that right development can only be secured and wrong development can only be prevented if there is **complete control of any changes in the use to which land may be put.** The universal requirement to obtain consent

extends to all land, built on or unbuilt on ; control being operated in the main through licences to develop.

(ii) **Betterment Charge**

Whenever permission is granted to develop or redevelop for a different use, owners of land will be subject to a Betterment Charge at the rate of 80 per cent. of the increase in the value of the land due to the granting of the permission—20 per cent. being left to the owner as incentive to develop appropriate land himself or sell it to a developer.

(iii) **Compensation**

Fair compensation based on development value on 31st March, 1939, but excluding the element of "floating value" (which is merely the reflection of the chance that the particular bit of land may be selected for development), will be paid to owners on any future refusal of permission to develop or redevelop.

(iv) **Centralisation of Finance**

The payment of compensation and the collection of Betterment Charge will cease to be the responsibility of Local Authorities and will be centralised in a Land Commission. This proposal has been framed on the assumption that the control of the use of land will be so managed that over a reasonable period of years, and over the country as a whole, receipts of Betterment Charge will broadly balance the payments of fair compensation.

(v) **Reserve Power of public acquisition**

There will be a reserve power of compulsory purchase if desired development cannot be otherwise secured.

The Government believe that legislation on these lines, together with the Bill, referred to above, will provide the statutory basis of an effective planning policy which will secure a well-ordered use of the land both urban and rural.

27th and 28th September, 1944. Control of Land Use was debated in the House of Lords, when Lord Woolton accepted on behalf of the Government a resolution "that the decentralisation, decongestion and redevelopment of our big towns do constitute a primary object of policy of His Majesty's Government."

28th September. Lord Woolton said that the principle of a balanced distribution of industry on which the Government proposed to work would "apply not only to so-called development areas but to all parts of the country to which the principle may prove to be applicable."

Another principle which can be applied all over the country is the avoidance of overcrowding. "In every plan for the 'blitzed' cities so far examined . . . substantial decongestion has already been provided for."

HYDRO-ELECTRIC SCHEMES

Reference to this subject is included in these notes as hydro-electric schemes help to determine location of industry, an important element in planning, besides themselves involving planning considerations.

Hydro-Electric Development in Scotland

5th August, 1943. The Hydro-Electric Development (Scotland) Act, 1943, received the Royal Assent.

The Act, which sets up a **North of Scotland Hydro-Electric Board**, gives effect to the main recommendations in the Report of the Committee on Hydro-Electric development in Scotland (Cmd. 6406), presided over by Lord Cooper, which was presented in December, 1942.

The main objective recommended in the Report for the development programme of such a Board was "to attract to the Scottish Highlands, through the offer of cheap and abundant power, a share in the vital and expanding electro-chemical and electro-metallurgical industries."

21st September. The Secretary of State for Scotland, Mr. Thomas Johnston, announced the personnel of the Hydro-Electric Board, established under the Hydro-Electric Development (Scotland) Act, 1943. The Chairman of the Board is the Earl of Airlie.

The Act enjoins that the Board shall have regard to the desirability of preserving the beauty of the scenery and any object of architectural or historic interest and of avoiding as far as possible injury to fisheries.

Mr. Johnston also announced the personnel of the two Committees set up under the terms of the Act to give advice and assistance on these subjects, the **Amenity Committee**—Chairman the Hon. Ian Campbell, and the **Fisheries Committee**—Chairman Sir D. W. Cameron of Lochiel.

28th March, 1944. Mr. Johnston said: "The Board's Development Scheme, listing 102 projects with a potential annual output of 6,274 million units, which the Board proposed to examine, has now been approved by the Electricity Commissioners and confirmed by me. . . . The Development Scheme indicates that the surveying and planning for the first of the construction schemes in Perthshire, Dumbartonshire, Argyllshire and Invernessshire are already well advanced; and that the surveying and planning of distribution schemes in the North of Scotland area have already begun."

Under the Hydro-Electric Development (Scotland) Act of 1943 the first statutory duty of the Hydro-Electric Board was the preparation of a Development Scheme. The Development Scheme has been prepared and confirmed within less than six months after the appointment of the Board. (Scottish Office Press Notice, 28th March, 1944).

29th June. "Constructional scheme No. 1" of the North of Scotland Hydro-Electric Board has been published.

The projects which form the scheme are three of the 102 listed in the development scheme recently announced by the Board.

The scheme involves £4,600,000. The estimated output is 136,000 kilowatts. It will take 2½ years to complete. (*Financial News*, 30th June, 1944.)

9th June. Meanwhile a Report on the **Valuation and Rating of Hydro-Electric Undertakings in Scotland** (Cmd. 6526) was published.

This was the First Report of a Committee, appointed in June, 1943, under the Chairmanship of Mr. J. C. McIntyre, which was asked among other matters "to review, with reference to post-war requirements, the law and practice in Scotland in relation to the valuation and rating of hydro-electric undertakings (with special reference to the recommendations of the Committee on Hydro-Electric Development presided over by Lord Cooper)."

The Committee recommended that "Hydro-Electric undertakings in Scotland should be permanently relieved of part of the heavy burden of local rates which they bear under the present valuation and rating system."

14th November. The Hydro-Electric Undertakings (Valuation for Rating) (Scotland) Bill was introduced, the main object of which is to implement the above recommendation.

The Severn Barrage Scheme

26th October, 1943. The Minister of Fuel and Power, Major Lloyd George, announced his decision "to appoint a small technical body to review the conclusions of the Brabazon Committee in the light of engineering and other developments since 1933. . . ."

30th November. Major Lloyd George said that he had invited three eminent engineers . . . to form a technical body with the following terms of reference :

"To review the conclusions of the Severn Barrage Committee in the light of later engineering experience and practice and of other developments, and to suggest what modifications, if any, should be made in the proposed scheme, the programme for its execution and estimates of its cost."

[The Severn Barrage Committee of the Economic Advisory Council was appointed in 1925, with Lord Brabazon as Chairman, to examine the possibility of using the tidal waters of the Severn to generate electricity.

The Committee, in a report published in 1933, estimated that a net annual output of 2,207,000,000 units would be available for transmission to the "grid."

The proposed scheme, it was stated, would provide one-thirteenth of the total requirements of the whole country in 1941.

The cost of the power scheme was estimated at £38,426,475, and the scheme contemplated also an expenditure of about £12,000,000 allocated to new road, railway and harbour facilities. (*Financial News*, 1st December, 1943).]

24th October, 1944. Major Lloyd George announced that he had received the report of the technical body and was arranging for it to be published as soon as possible.

Hydro-Electric Survey—Wales

1st February, 1944. Major Lloyd George said : "The areas in [Wales] where hydro-electric power resources exist, which might be capable of development on an economic basis, are now being surveyed by the North Wales Power Company, who have included the harnessing of the River Conway in their survey."

INTERIM CONTROL IN ACTION

3rd November, 1943. The Ministry of Town and Country Planning has issued to planning authorities a memorandum (Circular 5) indicating the nature and amount of planning work which should be immediately undertaken for the effective administration of interim development control.

The memorandum is intended primarily for the guidance of authorities who have not hitherto exercised planning control.

Planning authorities should first make a survey—as comprehensive as circumstances permit—and then prepare a “preliminary outline plan as a general guide to the future development and conservation of the area.”

Directions are given as to matters to be considered in making the outline plan, which should include any projected major roads.

Importance is attached to the architectural design of buildings, whether in rural or urban areas, and their grouping in relation to their surroundings, over which matters “planning authorities should exercise firm control.”

With regard to rural areas the Rural Land Utilisation Officers of the Ministry of Agriculture should be consulted at an early stage, in view of the acceptance by the Government of the principle that the diversion of good agricultural land to other purposes is to be avoided if there is less productive land available.

Special attention should be directed to coastal areas, where, if building is permitted at all, “provision should be made in the outline plan for grouping it where it can be fitted happily into the landscape.”

Authorities concerned should keep in touch with the **Coastal Survey**, begun in 1942 by the Minister’s Regional Planning Officers in collaboration with local planning officers and now well advanced, which will help to indicate those parts of the coastline where development should be prevented altogether and those parts where it may be permitted subject to proper control.

With regard to urban areas, until more detailed planning becomes possible it will normally be sufficient to draw up outline proposals under five main headings: Communications, Residential Areas, Shopping and Business, Industry, and Open Spaces.

Notes on all these subjects are given for guidance in the preparation of the outline plan, including under the last head the reservation in every district of areas for public enjoyment as parks and playgrounds.

REGIONAL PLANNING

England and Wales

30th November, 1943. In announcing the Government’s views on the Scott Report (see above), the Minister of Town and Country Planning, Mr. W. S. Morrison, referred to regional planning.

“Under [the Town and Country Planning (Interim Development) Act] local planning becomes compulsory over the whole country, and action is being taken to encourage co-operation between existing planning authorities and the participation of county councils in this field. These steps will, incidentally, facilitate the employment of suitably qualified personnel. Ten Regional Planning Officers have been appointed by the Minister . . . and these officers are in close touch with the Local Planning Authorities in their respective areas.”

28th September, 1944. Lord Woolton said that of 1,441 local authorities in England and Wales who can make plans, “no fewer than 1,021 have . . . become members of joint planning committees which to-day number 179. Many more of these joint planning committees are in process of formation. . . . These joint committees are . . . executive bodies.”

Merseyside, 25th January, 1944. The Parliamentary Secretary to the Ministry of Town and Country Planning, Mr. H. Strauss, mentioned the case of Merseyside : "The authorities in Merseyside have, at [the Minister's] suggestion, formed the Merseyside Joint Advisory Planning Committee to consider and advise upon the planning of the area as a whole. As a further step towards securing that object [the Minister] has appointed two experts to prepare an outline plan for that area."

It may be noted that on 5th March, 1943, the Ministry of War Transport had announced the appointment of a **Merseyside Dock Access Committee**, under the Chairmanship of Sir William Chamberlain, Regional Transport Commissioner, "to consider the transport facilities, accommodation and layout of the Merseyside port area on both sides of the river, and to submit proposals relating to post-war development with a view to more expeditious and economic handling of goods and services in the docks and to the improvement of access thereto."

Scotland

Three Regional Planning Advisory Committees have been set up to deal with major planning problems in their respective areas ; one covering the Clyde Valley (West and South-West Scotland), one for Central and South-East Scotland, and the third for East-Central Scotland. Of the 57 Scottish planning authorities 38 are represented on these Committees. (Summary Report by the Department of Health for Scotland for the year ended 30th June, 1944, Cmd. 6545).

9th July, 1943. The Secretary of State for Scotland, Mr. Thomas Johnston, speaking at Edinburgh, said that by the first two of the above schemes "*regional planning* has been assured for an area embracing 3,550,000 people or nearly three-quarters of the entire population of Scotland and 75 per cent. of Scotland's industries."

2nd November. In moving the Second Reading of the Town and Country (Interim Development) (Scotland) Bill in the House of Lords, Lord Alness said : "In anticipation of the new powers which are to be conferred upon local authorities by this Bill, the great majority of the Scottish local planning authorities have been proceeding for a considerable time quite actively with preliminary surveys which are necessary as a basis for the preparation of a permanent planning scheme.

... The need for planning also upon ... a regional basis has been very fully considered. The Clyde Valley Regional Planning Advisory Committee, which was set up in 1927 in connection with road planning, has been reconstituted on a very much wider basis to deal with all major planning problems in the Clyde Valley area. Eighteen local planning authorities are represented on the Committee, and it has appointed Professor Abercrombie, the eminent planning consultant, to prepare an outline plan for the whole of that district, into which the local authorities' schemes will ... dovetail. ... A Planning Advisory Committee has also been set up for Central and South-East Scotland for the same purpose, and the Government are to pay part of the expenses incurred by the Advisory Committees in preparing outline plans for their areas."

Mr. F. C. Mears has been appointed planning consultant for the Central and South-East Scotland Regional Plan. (*Manchester Guardian*, 5th January, 1944).

REPLANNING LONDON

The replanning of cities and towns is being studied by the local Councils concerned. In some cases such as Coventry, Leicester, Plymouth, Southampton the preliminary studies are noted in the list of publications at the end of this section.

29th June, 1944. As to **London**, the Parliamentary Secretary to the Ministry of Town and Country Planning, Mr. H. Strauss, said :—" Professor Abercrombie was appointed in 1942 to prepare an outline plan and report for the area surrounding London so as to form, with the plans of the **City and County of London**, which were already being prepared, a comprehensive plan for the whole region. He has completed his plan and Report, which are now in [the Minister's] hands. They will be published as soon as practicable, but I cannot yet give the date of publication."

The County of London Plan was published in July, 1943. The report embodying the provisional plan for the City of London (Report of the Improvements and Town Planning Committee relative to Post War Reconstruction in the City) was made public on 26th July, 1944.

3rd August. Mr. Strauss said : " The proposals [in the City of London Plan] are tentative and I understand that the Committee will receive and consider comments and criticism before reporting again to the City Corporation. [The Minister] is now studying the proposals and will in due course let the Corporation have his comments and suggestions."

Mr. Strauss added that the Minister would consult the Royal Fine Art Commission in the course of his examination of the City of London Plan.

Mr. W. S. Morrison stated on 29th February, 1944, that his department " is at present studying, in the light of the County of London Plan, various methods (including the creation of satellite towns) by which, according to circumstances, provision may most appropriately be made for population dispersed from London."

Rebuilding the House of Commons

The House of Commons was destroyed by enemy action in May, 1941.

28th October, 1943. The House of Commons passed the following resolution : " That a Select Committee be appointed to consider and report upon plans for the rebuilding of the House of Commons and upon such alterations as may be considered desirable while preserving all its essential features."

In moving the resolution, the Prime Minister said : " I am . . . proposing in the name of His Majesty's Government that we decide to rebuild the House of Commons on its old foundations, which are intact, and in principle within its old dimensions, and that we utilise so far as possible its shattered walls.

I ask that the Committee should be set up, and I feel sure that it will be able to make a good plan of action, leaving the necessary latitude to the Government as to the time when this action can be taken and the speed at which it can be carried into effect, having regard to the prime exigencies of the war."

7th November, 1944. The Report of the Select Committee was published. The design approved by the Committee was prepared by Sir Giles Gilbert Scott, O.M., R.A., Architect. The approximate cost of rebuilding the House of Commons is put at £784,000, and it is estimated that after preparatory

work, including demolitions, which would take about 18 months, the building of the new House will occupy four to five years.

London's Railways

27th October, 1943. In a Debate on Inland Transport in the House of Lords, the Minister of War Transport, Lord Leathers, referred to the "suggestion which was made by the planners of the London County Council that there should be set up an investigating body to examine and report upon the railway layout involved in the County of London plans." He said: "I do not want to anticipate what the final decision will be but . . . we are looking favourably on that suggestion."

3rd November. The Parliamentary Secretary to the Ministry of War Transport said that "a special Committee appointed by the four main line railways and the London Passenger Transport Board is now considering . . . plans for future railway development in the London Area."

ROADS

Replanning Roads in Towns and Cities

14th May, 1943. It was announced that the Minister of War Transport, with the concurrence of the Minister of Town and Country Planning and the Secretary of State for Scotland, had appointed a Committee of experts under the chairmanship of Sir Frederick Cook with the following terms of reference:

"To consider the design and layout most appropriate to various types of roads in built-up areas, with due regard to safety, the free flow of road traffic, economy, and the requirements of town planning and to make recommendations."

The main object in setting up the committee is to give expert advice on replanning the road system of towns and cities, more particularly those that have been widely damaged by air raids.

Study of Previous Reports

18th November, 1943. The Parliamentary Secretary to the Ministry of War Transport, Mr. Noel-Baker, said that the Minister of War Transport, in consultation with the Minister of Town and Country Planning, was "examining the proposals for road construction and improvement, made in Sir Charles Bressey's Report of 1937, in order to decide which of these proposals can advantageously be included in our post-war plans." [**Highway Development Survey, 1937 (Greater London)**, Report by Sir Charles Bressey (Engineer) and Sir Edwin Lutyens (Consultant), 31st December, 1937.]

10th December. Speaking at Leeds, Mr. Noel-Baker said that an intensive study of the Report prepared by the Alness Committee [Report of the Select Committee of the House of Lords on the **Prevention of Road Accidents** 1939] would be completed and the results drawn up in a programme of practical proposals (*Torkshire Post*, 11th December, 1943).

Post-War Highway Programme

25th January, 1944. Mr. Noel-Baker indicated the Government's general views on the improvement and development of our highway system after the war.

"Proposals to improve and extend the road system must in the first place be viewed in relation to the efficiency and development of our inland transport system as a whole. Such proposals must also be framed with full regard to the interests of town and country planning, the location and requirements of industry, including agriculture, and other aspects of national development . . ."

Trunk Roads. "In the Government's opinion, there is a clear case for extending the present trunk road system, and they have it in mind . . . to frame legislation which would substantially increase the existing mileage of trunk roads (about 4,500 miles). . . . Discussions will be opened at once with the highway authorities, in order to select the additional roads to be scheduled as trunk roads. . . . It may also be found necessary to plan some new trunk roads, where the line of the existing road is not satisfactory. . . ."

Motor-Ways. "While the Government do not think that there is sufficient justification for embarking upon the construction of a widespread system of entirely new roads reserved exclusively for motor traffic, they are satisfied that it will be expedient and economical to construct suitable lengths of roads of this type, where engineering and traffic considerations make this course preferable to the extensive remodelling of existing roads, in an attempt to make them more suitable and safer for mixed traffic. . . . There is a strong case for reserving exclusively for motor traffic some of the by-pass and other roads designed to enable motor traffic to avoid passing through built-up areas. . . ."

Priorities. "The rate of execution of the highway programme must be adjusted from time to time to general economic conditions. . . ." Without it being intended to suggest any absolute priorities, "the following order of priority will be a good guide during the transitional period :

- (i) Overtaking the arrears of maintenance ;
- (ii) the resumption of works closed down during the war, if that is still desirable ;
- (iii) works essential to public safety or to the reconstruction of blitzed areas, and works of special value to areas in urgent need of new industrial development ;
- (iv) The elimination of obstructions to traffic on important roads, such as weak or narrow bridges, level crossings and the linking up of improved sections of roads on important traffic routes ;
- (v) other work of improvement of high economic value."

Severn Bridge Scheme. "The Government attach importance, on the ground of its great economic value to South Wales, to the provision of a new road crossing of the Severn Estuary. . . . The project for a Severn Barrage . . . should not stand in the way of the provision of a new crossing, in view of the time which it would necessarily take to construct the Barrage, if . . . undertaken."

Concluding, Mr. Noel-Baker said : "Highway authorities will be encouraged to proceed at once with such preparations as are possible in present circumstances to enable the policy . . . outlined in this statement to be pursued as rapidly as may be practicable."

5th May. On the subject of trunk roads Mr. Noel-Baker said : "We are getting on very satisfactorily in our negotiations with local highway authorities about the roads which shall be . . . taken over."

As to motor-ways he said : " When we have proved by suitable lengths that the motor-ways will [really absorb the traffic and make it faster and save waste and prevent accidents] we shall construct more, and each that we construct will be intended to be part of a general plan which will cover the country as a whole."

List of Documents in order of mention in text

	<i>Net Price</i>
Royal Commission on the Distribution of the Industrial Population. Report, January, 1940. Cmd. 6153.	5/-
Report of the Committee on Land Utilisation in Rural Areas, August, 1942. Cmd. 6378	2/-
Expert Committee on Compensation and Betterment. Interim Report, July, 1941. Cmd. 6291	3d.
Expert Committee on Compensation and Betterment. Final Report, September, 1942. Cmd. 6386	2/6
Minister of Town and Country Planning Act, 1943, 6 and 7. Geo. 6. Ch. 5	2d.
Town and Country Planning (Interim Development) Act, 1943. 6 and 7. Geo. 6. Ch. 29	3d.
Town and Country Planning (Interim Development) (Scotland) Act, 1943, 6 and 7. Geo. 6. Ch. 43.	3d.
Ministry of Town and Country Planning. Circular 5, 3rd November, 1943	2d.
Town and Country Planning (General Interim Development) Order, 1944	3d.
Employment Policy, May, 1944. Cmd. 6527	6d.
Town and Country Planning Act, 1944. 7 and 8. Geo. 6. Ch. 47 ...	1/6
The Control of Land Use, June, 1944, Cmd. 6537	3d.
Hydro-Electric Development (Scotland) Act, 1943, 6 and 7. Geo. 6. Ch. 32	6d.
Report of the Committee on Hydro-Electric Development in Scotland, December, 1942. Cmd. 6406	9d.
The Valuation and Rating of Hydro-Electric Undertakings in Scot- land, June, 1944. Cmd. 6526	4d.
Hydro-Electric Undertakings (Valuation for Rating) (Scotland) Bill, 1944	1d.
Summary Report by the Department of Health for Scotland for the year ended 30th June, 1944. Cmd. 6545	4d.
Report from the Select Committee on House of Commons (Rebuilding), 1944	7/6
Highway Development Survey, 1937 (Greater London). Report by Sir Charles Bressey and Sir Edwin Lutyens, 31st December, 1937 ...	7/6
Prevention of Road Accidents. Report of the Select Committee of the House of Lords, 29th March, 1939	1/6

Some Published Summaries of the Barlow, Scott and Uthwatt Reports are listed below

<i>Organisation or Series</i>	<i>Title</i>	<i>Where obtainable</i>
National Housing and Town Planning Council	Housing and Planning News Bulletin. No. 18. November, 1942, Scott Report. No. 19. December, 1942—January, 1943, Uthwatt Report.	41 Russell Square, W.C.1.
Nuffield College Social Reconstruction Survey. Rebuilding Britain Series, No. 2.	Britains' Town and Country Pattern—A summary of the Barlow, Scott and Uthwatt Reports.	Faber and Faber. Price 2/6
Penguin Special, Edited by G. M. Young.	Country and Town—A summary of the Scott and Uthwatt Reports.	Penguin Books. Price 9d.
Staples Reconstruction Digests.	Town and Country Planning as portrayed in the Reports of the Barlow Commission and the Scott and Uthwatt Committees.	Staples and Staples. Price 2/-

Selected Pamphlets, etc.

"It is a remarkable feature of our time that a generation hard put to it in the present, is nevertheless *living vividly in the future*. Men and women are to-day eager for information about the post-war world." (Mr. W. S. Morrison at the opening of the exhibition of the County of London Plan, 14th July, 1943.)

Mr. Morrison's statement finds support in the number of pamphlets by representative bodies on various aspects of physical planning, and the broadsheets, periodicals and other publications issued by planning organisations, some of which are listed below.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Architectural Press.	Planning for Reconstruction [Popular treatment of the subject with good illustrations].	The Architectural Press, 45 The Avenue, Cheam, Surrey. Price 1/-
Association of Building Technicians.	Your London has a Plan (A Summary of the County of London Plan, 1943. See below).	5 Ashley Place, S.W.1. Price 6d.
Association for Planning and Regional Reconstruction.	Broadsheets, published from time to time, embody results of investigation into problems relevant to physical planning, etc.	32 Gordon Square, W.C.1. Free on request.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Bournville Village Trust.	When We Build Again— A Study based on Research into Conditions of Living and Working in Birmingham (September, 1941).	George Allen & Unwin. Price 8/6
British Road Federation.	Motorways for Britain (in preparation).	4a Bloomsbury Square, W.C.1.
City of Coventry Redevelopment Committee.	A Plan for the City Centre. D. E. E. Gibson, City Architect, <i>Architect and Building News</i> , 21st March, 1941.	
City of Leicester Reconstruction Committee	Post-War Civic Affairs (March, 1944).	The City of Leicester Publicity and Development Department, Information Bureau, 29 Horsefair Street, Leicester. Price 2/-
Commons, Open Spaces and Footpaths Preservation Society.	Memorandum with regard to the Control and Treatment of Commons in the Post-War Period—Society's Journal, December, 1943. The Journal, published approximately three times a year, contains articles of planning interest.	71 Eccleston Square, S.W.1. Price 6d.
Conservative Party.	Looking Ahead. Foundation for Housing. Interim Report (March, 1944).	Conservative and Unionist Party Organisation, 24 Old Queen Street, S.W.1. Price 3d.
Co-operative Permanent Building Society.	"Design for Britain." Series of booklets by various authors, each expressing his own point of view.	J. M. Dent & Sons, Ltd., Bedford Street, W.C.1. Price 6d. each
Corporation of the City of London.	Reconstruction in the City of London. Report of Improvements and Town Planning Committee (July, 1944).	The Guildhall, E.C. Price 10/6
Council for the Preservation of Rural England.	War-time Progress Report (September, 1943).	4 Hobart Place, S.W.1.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Group of Chairmen or Secretaries of the following : Camping Club of Gt. Britain and Ireland, Co-operative Holidays Association, Cyclists Touring Club, Holiday Fellowship, Ramblers' Association, The Workers' Travel Association, Youth Hostels Association.	The Beauty of the Countryside—Preservation and Access.	Letter to <i>The Times</i> , 16.10.43.
Housing Centre.	Bulletin (duplicated type-script) issued monthly to subscribing members, or can be seen at the Centre, contains notes on housing and town planning news, etc. Reports (duplicated type-script) of weekly luncheon talks and discussions on housing and planning topics.	13 Suffolk Street, S.W.1 Annual subscription £1. Single reports, 6d. each
Hull Regional Survey.	Civic Diagnosis — Hull Regional Survey. Reprint from special issue of <i>The Architects Journal</i> , July 29th, 1943.	The Housing Centre, 13 Suffolk Street, S.W.1. Price 1/6
Illuminating Engineering Society.	Public Lighting in the City and Highway. (November, 1944).	32 Victoria Street, S.W.1. Price 1/-
Institution of Civil Engineers in conjunction with Institutions of Municipal and County Engineers (see below).	Practical Planning : Engineering Science applied to the Development of Great Britain (1943).	Great George Street, S.W.1. Price 2/6
Institution of Highway Engineers.	Post-war Development of Highways (April, 1943).	Parliament Mansions, Victoria Street, S.W.1.
Institution of Municipal and County Engineers	Post-War Planning and Reconstruction (January, 1943).	84 Eccleston Square, S.W.1. Price 1/-
Joint Committee for the Peak District National Park.	The Peak District a National Park (June, 1944).	Endcliffe Vale House, Sheffield 10. Price 6d.
Labour Party.	Housing and Planning after the War (April, 1943).	Transport House, Smith Square, S.W.1. Price 2d.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Land Settlement Association.	Town Planning and the Part-time Use of Land by Industrial and other Urban Workers (1943).	43 Cromwell Road, S.W.7.
Liberal Party.	Land and Housing (June, 1943).	Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 4d.
London County Council.	County of London Plan, 1943. By J. H. Forshaw and Patrick Abercrombie (July, 1943).	Macmillan & Co. Price 12/6
Maidenhead and District Chamber of Commerce	Report dealing with Town Planning and Development (January, 1944).	The Secretary, Maidenhead and District Chamber of Commerce, 11 High Street, Maidenhead.
National Council of Social Service.	The Size and Social Structure of a Town—a Report by a Survey Group of the N.C.S.S. (September, 1943).	George Allen and Unwin Ltd. Price 1/-
National Council of Social Service.	Dispersal — an inquiry into the advantages and feasibility of the permanent settlement out of London and other great cities of offices and clerical and administrative staffs (October, 1944).	Oxford University Press. Price 3/6
National Housing and Town Planning Council.	Housing and Planning News Bulletin, published monthly, or bi-monthly, contains memoranda on special matters and current notes on important public statements and developments.	41 Russell Square, W.C.1.
National Smoke Abatement Society.	Smoke Prevention in Relation to Initial Post-War Reconstruction. Memorandum to Minister of Works and Planning, and Minister of Health (March, 1942).	Chandos House, Buckingham Gate, S.W.1. Price 2d.
Oxford Preservation Trust.	Second Report of Committee on Planning and Reconstruction (June, 1942).	Oxford University Press. Price 1/-

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Political and Economic Planning.	Broadsheets—"Planning"—published at frequent intervals (1942—15 Nos. 1943—17 Nos.) include a number dealing with aspects of physical planning (<i>e.g.</i> No. 164—After the Barlow Report No. 193—Plans for Physical Reconstruction).	16 Queen Anne's Gate, S.W.1. Minimum Annual Subscription £1
Plymouth City Council	A Plan for Plymouth. The Report prepared for the City Council by J. Paton Watson, City Engineer and Surveyor, and Patrick Abercrombie, Consultant (1943).	Underhill (Plymouth) Ltd., Regent Street, Plymouth. Price 10/6
Roads Improvement Association.	Post-War Road Development. Memorandum to the Minister of War Transport (December, 1943).	23 Warwick Road, Southall, Middlesex (Duplicated).
Royal Academy Planning Committee.	London Replanned (October, 1942). Road, Rail and River in London (April, 1944).	Country Life Ltd., 2-10 Tavistock Street, Covent Garden, W.C.2. Price 2/6 Country Life Ltd., 2-10 Tavistock Street, Covent Garden, W.C.2. Price 2/6
Royal Institute of British Architects.	Rebuilding Britain (February, 1943).	Lund Humphries. Price 3/6
Royal Institute of British Architects.	Greater London — Towards a Master Plan (May, 1943).	66 Portland Place, W.1. Price 2/-
Scottish Council for National Parks.	First Annual Report (April, 1943).	44 Queen Street, Edinburgh, 2. (Duplicated)
Society for the Promotion of Nature Reserves.	Nature Conservation in Great Britain. Report of Nature Reserves Investigation Committee (March, 1943).	British Museum (Natural History), S.W.7. Price 6d.
Southampton Town Council.	The Replanning of Southampton — Report of S. D. Adshead, Consultant, and H. T. Cook, Town Planning and Development Officer (February, 1942).	Town Clerk, Civic Centre, Southampton (Police permit for purchase of maps necessary). Price 10/6

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Surrey Federation of Labour Parties.	A Town and Country Plan for Surrey — Prelimin- ary Report (January, 1944).	George L. Deacon, F.C.I.S., Hon. Secretary, 35 Nelson Road, New Malden, Surrey. Price 6d.
Town and Country Planning Association.	Replanning Britain. Sum- marised Report of Oxford Conference (Spring, 1941).—	Faber and Faber. Price 7/6
Town and Country Planning Association.	Industry and Rural Life. Report of Cambridge Conference of 1942.	Faber and Faber. Price 8/6
Town and Country Planning Association.	"Rebuilding Britain." Series of booklets by various authors, each expressing his own point of view.	Faber and Faber. Price 1/- to 1/6.
Town and Country Planning Association.	"Town and Country Planning"—The Quar- terly Review of the Association.	13 Suffolk Street, S.W.1. Price 2/6
Town Planning Institute.	Journal of the Town Planning Institute — published bi-monthly.	11 Arundel Street, W.C.2. Price 4/- a copy. £1 1s. per annum.
West Midland Group on Post-War Reconstruc- tion and Planning.	Reports on the Control of the Use of Land and the Administrative and Fi- nancial Problems of Town-Planning. (1944).	Estate Office, Bournville, Birmingham, 30. Price 1/-

M—PUBLIC SERVICES

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A NATIONAL WATER POLICY

The outstanding event under the head of Public Services has been the presentation of the Government's White Paper, **A National Water Policy** (Cmd. 6515).

The White Paper, presented to Parliament on 18th April, 1944, by the Minister of Health, the Minister of Agriculture and Fisheries, and the Secretary of State for Scotland, sets out the Government's proposals for ensuring that all reasonable needs for water, by householders, industry and agriculture, can in future be met speedily and without avoidable waste either of water itself or of labour materials or money.

"There is in this country," the White Paper states, "ample water for all needs. The problem is not one of total resources, but of organisation and distribution. . . .

"It is essential to have a sound national pattern of supply and distribution. To achieve this means effective machinery for ascertaining and appraising all the essential factors, and it means changes in law and in practice, which are urgently needed."

In Part I of the White Paper, which deals with **Water Supplies**, "the object of the Government's proposals is the shaping of a national water policy which will ensure a planned and economical use of the water resources of the country and efficient administration of water supply services. The proposals are based on three principles :

- (i) Adequate control of water supply services, but control to be increased and other changes to be made only where change can be justified by greater efficiency or reduction of costs.
- (ii) Responsibility for water supply to rest with democratic bodies at the centre with Ministers responsible to Parliament ; at the circumference (without unnecessary change in the present organisation of statutory undertakers) with the responsible local authorities.
- (iii) Sectional interests to be subordinate to the national interest, but all whose interests are affected by water development schemes to have a right to be heard by the Minister or, where appropriate, by Parliament."

Some of the main proposals framed in the light of these principles are summarised below :

- (i) The Health Ministers, whose powers are at present vague and ill-

defined, to be given the statutory duty of promoting the provision of adequate water supplies and the conservation of water resources.

- (ii) The central planning of water policy to be the function of the Health Ministers. The policy to be based on information, systematically collected and assessed, regarding water resources and needs, and to be applied by a simplified system of Ministerial orders. Interested parties to have full opportunity to put their views before the Minister. Orders on certain matters to be subject to review by Parliament by reason of their intrinsic importance or because of their effect on the interests of the general public or of individuals.
- (iii) The Central Advisory Water Committee for England and Wales to be reconstituted as a statutory body. It will be empowered, in accordance with its present terms of reference, not merely to advise on questions referred to it by Government Departments, but also to give advice to the Departments of its own motion on general principles affecting water administration. A somewhat similar Committee to be set up for Scotland.
- (iv) Surveys of the efficiency of water supply services to be carried out regularly by the expert staff of the Ministry of Health.
- (v) General framework of existing local organisation to be retained ; but default powers of Minister of Health to be strengthened and amalgamations of undertakings to be encouraged and, if necessary, enforced to secure efficiency and economy.
- (vi) Special steps to be taken to protect water resources against misuse, waste and pollution.
- (vii) Industry and Agriculture to have the right in certain circumstances to be supplied with water on reasonable terms and conditions.
- (viii) Legislation to be submitted to Parliament providing for the necessary new powers.
- (ix) In advance of general legislation, a Bill to be presented to Parliament providing for Exchequer grants totalling £15,000,000 for England and Wales, and £6,375,000 for Scotland, for extension of piped water supplies and sewerage in rural areas as part of the post-war reconstruction programme. The scheme for securing piped supplies for agricultural land to be extended to cover farmhouses and cottages.

While the problem in Scotland is broadly similar to that in England and Wales, account must be taken of relevant differences of geography, local government structure, law and water supply organisation. The Government's proposals for the service in Scotland are described in a separate section of the White Paper.

Part II of the White Paper deals with **River Boards**. It indicates that the Government accept in principle, as regards England and Wales, the recommendations of the Central Advisory Water Committee that new River Boards, 29 in all, should be set up to take over (i) the land drainage functions of the existing Catchment Board, (ii) the pollution prevention powers exercised at present by about 1,600 separate Authorities, and (iii) the control of fisheries. The Government therefore propose as part of their programme to prepare a Bill to give effect to these recommendations.

The proposals in (ix) above have already been implemented by the Rural Water Supplies and Sewerage Act, 1944, and clause 5 of the Agriculture (Miscellaneous Provisions) Act, 1944, both of which received the Royal Assent on 27th July, 1944. (see under **Agriculture**).

26th April, 1944. Lord Woolton explained in the House of Lords that the White Paper was part of the Government's general reconstruction programme.

"This White Paper . . . is a part of the general reconstruction programme which, bit by bit, I hope we shall be able to put before . . . the country. . . . The first bit . . . was the Education Bill, the second was the White Paper on Health Services, then we have this paper on water, which obviously is associated with health services on the one hand and with housing on the other.

". . . We are aiming at getting a national plan for water. . . . The Coalition Government . . . have been able to agree on this very practical plan which will create a national authority and give to the Minister all the authority that he can need to secure that the proposals are carried out."

3rd and 4th May. After a two-day Debate in the House of Commons, the following motion emphasising the "four broad objectives" of the measures which the Government propose to introduce in implementation of the policy set out in the White Paper was passed without a division :

"That this House welcomes the intention of His Majesty's Government . . . to introduce measures for the conservation and better utilisation of the country's water resources, the improvement of the administration of water supply, the further extension of public water supplies and sewerage in rural localities and the better management of rivers."

Private Bills

The White Paper on a National Water Policy forecast a simplified system of Ministerial Orders, subject in appropriate cases to review by Parliament, to replace the system of Private Bills under which water undertakers obtain development powers. The White Paper pointed out that the system "has to be considered in a context wider than that of water legislation."

20th June, 1944. The Prime Minister outlined in the House of Commons the new system that it was proposed to substitute for the present system of private Bills and Provincial Order Confirmation Bills which "is unduly cumbrous in view of the urgency of the reconstruction period." The proposals "have not yet been worked out in full, but it is intended to put a detailed scheme before Parliament as soon as possible."

GAS AND ELECTRICITY SUPPLY INDUSTRIES

Gas Industry

In October, 1941, Sir Andrew Duncan, then President of the Board of Trade, invited the Gas Industry to prepare a Report on its Post-War development. The Report from the British Gas Federation was received in October, 1943, by the Minister of Fuel and Power, who had taken over the responsibility for the Gas Industry from the President of the Board of Trade. The Minister, after considering the Report, decided that it was necessary to supplement it by an Inquiry carried out by a Committee not connected with the Gas Industry, and accordingly on 9th June, 1944, the Minister of Fuel and Power appointed a **Committee of Inquiry** :

“To review the structure and organisation of the gas industry, to advise what changes have now become necessary in order to develop and cheapen gas supplies to all types of consumers, and to make recommendations.”

The Chairman is Mr. Geoffrey Heyworth. (*The Times*, 9th June, 1944).

Electricity Supply Industry

17th June, 1942. Lord Portal, then Minister of Works and Buildings, stated that “the Paymaster-General (Sir William Jowitt) is looking into the matter of electricity and will report in due course to the Ministry of Fuel and Power. He is examining the reorganisation question of electricity from these main points of view : (1) to secure a better diversity of load ; (2) to secure a greater standardisation of voltage ; (3) to work towards a uniformity of charge throughout the country ; (4) to adopt a common policy with regard to development ; (5) to put the best engineering advice at the disposal of all distributors. . . . The question of a more equitable rate for electricity is one of the many factors that will have to come into consideration in conjunction with the question of the location of industry in the future. Even before the war this question of the electricity rate and also the question of voltage were taken into account when plans for locating an industry were being considered.”

Following on this intimation, the various Associations of the Electricity Supply Industry prepared Reports on the changes they considered necessary in the post-war period and sent them to the Minister of Fuel and Power. He invited the Associations to discuss these proposals with him and a series of meetings were held for that purpose in June and July, 1944. These discussions will be of assistance to the Government in their study of the future of the electricity supply industry.

[For Hydro-Electric Schemes, including the Severn Barrage, see under **Physical Planning**].

Studies of improvements at the consumer's end have been made in **Gas Installations** and **Electric Installations**, Nos. 6 and 11, respectively, in the series of **Post-War Building Studies** published by the Ministry of Works (see under **Housing**).

INLAND TRANSPORT

[For information relating to the lay-out of roads, see under **Physical Planning**].

17th June, 1942. On the general transport system Lord Portal said : “The future of this enormous system, which embraces railways, roads, canals and coastwise shipping, is in the hands of . . . the Minister of War Transport. There are no interests either in the industrial or social life in this country which are not vitally concerned with the operation of transport. It follows that a transport system cannot be planned otherwise than in the light of a general policy which embraces these wider objectives. . . . It would be a grave mistake to introduce at this time controversial issues, which would have the effect of diverting our energies from the war effort. . . . Any effective solution to the transport problems will be controversial.”

Meanwhile, the Ministry of War Transport and the various organisations of transport itself are collecting information, and proposals and recommenda-

tions are being examined. "From these a transport policy for the future will be formulated. If such a policy is to be realistic it will not only have to take into account the national, but the world situation at the termination of hostilities. . . . The Chamber of Shipping, the railways, British Road Federation and others are all formulating their proposals."

As to the railways, Lord Portal said that "it was provided deliberately in the agreement for the control of the railways that this control will be continued for at least one year after the end of the war, which will give the necessary time for the Government to bring forward their proposals."

27th October, 1943. An indication of the matters under consideration and the progress made is to be found in the statement of the Minister of War Transport, Lord Leathers, on "the development and co-ordination of inland transport after the war."

Lord Leathers enumerated the chief problems to be solved in this field, namely: competition between road and rail transport; co-ordination of coastwise shipping with the various forms of inland transport; making the maximum economic use of the canal system; questions concerning docks and harbours, and the impact of air development on surface transport.

Railways. Lord Leathers said that "the war has made it clearer than ever before that the railways are a national asset which must be retained in full efficiency. This is absolutely necessary, not only for trade and industrial purposes, but for defence. From this it follows that the financial position of the railways must be firmly established. We cannot allow so vital a service to be starved of proper maintenance and improvements owing to shortage of funds or the inability to raise new capital."

With regard to technical progress, Lord Leathers mentioned that there were "many . . . major points for consideration . . . such as electrification, continuous braking of freight rolling-stock, standardisation of wagons and so on. I am glad to know that the railways are themselves considering many of these problems closely."

Road Transport. Lord Leathers referred to the fact that the road haulage industry is carried on by thousands of undertakings, some of them very small, and the consequent "difficulties of bringing about any permanent co-ordination between it and other forms of transport." But he added, "I am much encouraged by progress which is now being made towards the amalgamation of the main associations of road hauliers, and I am hopeful that the lessons of co-operation and organisation which the war has imposed will not be lost."

Coastal Shipping. Lord Leathers emphasised how the war had "underlined the advantages of close co-operation between the various forms of transport, and said that "we must be careful in planning the co-ordination of road and rail to see that nothing is done to impede coastal shipping from fulfilling its full function." He added that the railway companies were examining the "co-ordination and possible amalgamation of the Channel packet services," and that "certain of the coasting liner interests are pursuing schemes of consolidation which I hope may lead to improved service to traders and a reduction in costs of operation. These are illustrations of the consideration which the industry is itself giving to plans for post-war improvement."

Ports. Lord Leathers mentioned the need of seeing "that the ports, whether for foreign or coastal trade, are restored to a sound condition and well equipped."

He said that "discussions are proceeding between the railway companies and the Dock and Harbour Authorities Association, aimed at securing greater co-ordination between all dock and harbour undertakings. The Railway Companies are now in process of becoming members of the Association, and this is a most welcome development. This closer co-operation should be helpful in building up post-war dock policy." [For Merseyside Dock Access Committee see under Physical Planning].

Concluding his review of transport problems Lord Leathers said that, besides his Department, "many leaders of the various branches of transport are working on these problems and I have already had exploratory discussions with some of them. These discussions are continuing, and before I propound major proposals to this House I intend to satisfy myself that they are fair, workable and well calculated to achieve the object in view. We must not miss the opportunity which will come with peace for building a better and sounder transport system, but equally we cannot afford 'to take the wrong turning' however speciously fair a prospect it may offer."

12th November, Speaking at the Institute of Transport, the Joint Parliamentary Secretary to the Ministry of War Transport, Mr. Noel-Baker, said: "I hope the war has taught us all to think of transport as a single system, in which rail and road and waterway must work together, and . . . that this single system should be administered with the greatest possible efficiency, and that every means of transport should be developed to the fullest economic extent."

5th May, 1944. Mr. Noel-Baker foreshadowed a White Paper on national transport in due course.

" . . . Long and careful technical study of each individual form of transport is required before we can begin to consider a general plan" [for the organisation of national transport]. The Minister's "preoccupations are very heavy and when the war is over we shall have a considerable period before control will end. We can, I hope, look forward to a time when we can present a White Paper to Parliament saying what we are going to do."

Canals

5th May, 1944. Mr. Noel-Baker said: "We are engaged on an intensive study of what is the minimum economic unit for a water-borne carrier . . . to give a decent life to the worker, a decent return on investment and a real service to the nation as a whole. I hope we shall soon have a solid technical basis on which to erect a policy about inland waterways."

19th July. Mr. Noel-Baker repeated that "the Government are closely examining the future organisation and development of the canal and other inland waterways of the country. The Government desire that means shall be found for making the maximum economic use of inland waterways, and that they shall have their proper place in the general system of inland transport. . . .

"The Government are at present giving special attention to certain engineering projects for the improvement of waterways from the seaports to the Midlands."

This is without prejudice to the Government's decision on transport policy in general, and no financial commitment is implied.

[For Mid-Scotland Ship Canal Committee see under Employment.]

List of Documents in order of mention in text

	<i>Net Price</i>
A National Water Policy, April, 1944. Cmd. 6515.	6d.
Rural Water Supplies and Sewerage Act, 1944. 7 and 8 Geo. 6. Ch. 26 ...	2d.
Agriculture (Miscellaneous Provisions) Act, 1944. 7 and 8 Geo. 6. Ch. 28	3d.
Post-War Building Studies :	
6. Gas Installations	6d.
11. Electrical Installations	1/6

Selected Pamphlets

The future of the various public services has been the subject of much discussion. A selection of recent pamphlets by representative bodies is given below.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Association of British Chambers of Commerce and Federation of British Industries.	Post-War Transport (October, 1944).	Federation of British Industries, 21 Tothill Street, S.W.1.
Association of Municipal Corporations.	Post-War Planning of the Gas Industry (November, 1943).	Palace Chambers, Bridge Street, S.W.1.
British Gas Federation.	Report on the Planning of the Gas Industry (October, 1943).	1 Grosvenor Place, S.W.1. Price 1/-
British Road Federation.	Roads and Road Transport (1944).	4a Bloomsbury Square, W.C.1. Price 1/-
British Waterworks Association.	Post-War Planning. First Report. Underground Water (February, 1944).	34 Park Street, W.1.
British Waterworks Association.	Post-War Planning. Second Report. Control of Water Resources (February, 1944).	34 Park Street, W.1.
Electrical Power Engineers' Association.	Post-War Planning for the Electricity Supply Industry. Part I. Technical and Social Organisation as a Public Service (July, 1943).	102 St. George's Square, S.W.1. Price 1/-
Group of Eight Signatories in the road transport industry.	The Road Carrying Industry and the Future (November, 1943).	J.S. Nicholl, C.B.E., M.Inst.T., 3 Bunhill Street, E.C.2. Price 1/-
Incorporated Association of Electric Power Companies.	Memorandum with regard to the Electricity Supply Industry in Great Britain (November, 1943).	58 Abbey House, Victoria Street, S.W.1.
Institution of Electrical Engineers.	Electrical Supply, Distribution and Installation. Report of Post-War Planning Committee (January, 1944).	Savoy Place, Victoria Embankment, W.C.2. (Free on request)

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
Institution of Water Engineers.	Post-War Water Supply (1944).	Parliament Mansions, Abbey Orchard Street, Westminster, S.W.1.
Labour Party.	Coal and Power (1944).	Transport House, Smith Square, S.W.1.
Labour Party.	Labour's Post-War Water Policy (March, 1944).	Transport House, Smith Square, S.W.1.
Labour Party.	Post-War Organisation of British Transport (June, 1944).	Transport House, Smith Square, S.W.1.
London and Home Counties Joint Electricity Authority.	Post-War Planning. Re-organisation and Development of Electricity Supply Services (March, 1943).	5-6 Lancaster Place, Strand, W.C.2.
London and Home Counties Joint Electricity Authority.	Post-War Planning Electricity Supply Services. Observations on certain Memoranda (March, 1944).	5-6 Lancaster Place, Strand, W.C.2
"Modern Transport"	A Plan for Post-War Transport. Reprint of a series of articles published in "Modern Transport," Feb.-Mar., 1944, with a foreword by the Rt. Hon. Sir Arthur Griffith-Boscawen.	Modern Transport Publishing Co., Ltd., Norman House, 105-9 Strand, W.C.2. Price 1/6
Royal Automobile Club, Automobile Association, Royal Scottish Automobile Club.	Post-War Roads and Traffic. A Memorandum issued by the Standing Joint Committee (July, 1944).	66 Whitcomb Street, W.C.2.
Welsh Nationalist Party, London Branch.	Plan Electricity for Wales (April, 1944).	Carnarvon. Price 6d.

N.—SOCIAL SERVICES

[See also Post-War Reconstruction in Britain—Plan for Social Security, Part I, Q.5290, dated 24-1-44.]

Contents

- The Beveridge Report
 - The Government's Proposals :
 - Social Insurance and Family Allowances
 - Workmen's Compensation
 - Ministry of National Insurance
 - Unemployment Insurance (Increase of Benefit) Act
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List of Documents

Selected Pamphlets

[For National Health Service—see under **Health**.]

“ I personally am very keen that a scheme for the amalgamation and extension of our present incomparable insurance system should have a leading place in our **Four-Year Plan**. . . You must rank me and my colleagues as strong partisans of **national compulsory insurance for all classes, for all purposes, from the cradle to the grave.**” (The Prime Minister in his broadcast, 21st March, 1943).

11th July, 1944. The Prime Minister announced that “ the Government have completed the preparation of the White Paper embodying their proposals for social insurance generally, for a system of family allowances, and for replacing the existing system of workmen's compensation by a new scheme. . . It is a **gigantic scheme.**”

The White Paper was presented to Parliament by the Minister of Reconstruction in two parts.

Social Insurance, Part I, issued on 25th September, 1944 (Cmd. 6550), sets out the Government's proposals for social insurance generally (except for industrial injury) and for Family Allowances.

Social Insurance, Part II, issued on 27th September, 1944 (Cmd. 6551), contains the Government's proposals for replacing the existing system of Workmen's Compensation by a new scheme of Industrial Injury Insurance.

A Brief Guide to the Government's Plan has also been issued by the Minister of Reconstruction.

The Social Insurance Plan set out in the White Paper is to be regarded as “ an instalment of the comprehensive series of proposals needed to constitute a complete economic and social policy for the period of reconstruction.”

THE BEVERIDGE REPORT

Social Insurance was among the earliest reconstruction subjects to which the Government turned their minds when they began to develop a programme of post-war reconstruction.

In June, 1941, "when—so far as could be judged—the menace of heavy air attack and invasion had not yet been lifted," the Government invited Sir William Beveridge to take charge of a comprehensive "survey of existing national schemes of social insurance and allied services, including workmen's compensation, and to make recommendations."

In November, 1942, Sir William Beveridge presented his Report on **Social Insurance and Allied Services** (Cmd. 6404).

Memoranda from Organisations, appendix G of the Report, were printed in a separate volume (Cmd. 6405).

An abbreviated version of the Report, the **Beveridge Report in Brief**, was also published.

An account of the existing schemes of social insurance and assistance was given in appendix B of the Report. [Some War-time changes have been noted in Q.5290.]

The Beveridge Report contained a plan for a unified system of social insurance, on a contributory basis, under a Ministry of Social Security, covering "all citizens without upper income limit . . . all-embracing in scope of persons and needs."

The plan was based on three assumptions ; first, the institution of a scheme of children's allowances ; second, the framing of a comprehensive health service ; and third, the avoidance of mass unemployment.

It embodied "six fundamental principles"—flat rate of subsistence benefit ; flat rate of contribution ; unification of administrative responsibility ; adequacy of benefit ; comprehensiveness ; classification—and was to be effected by 23 main changes from the existing practice.

[For the detailed proposals of the Beveridge plan the reader is referred to Q.5290.]

The Report was debated for three days in the House of Commons (16th, 17th and 18th February, 1943), and for two days in the House of Lords (24th and 25th February). In the course of the Debate in the Commons—less than three months after the publication of the Report and in the middle of a great war—the Government were able to announce their provisional views on the questions of policy raised by the Report. These included the acceptance of the three assumptions mentioned above ; of the six fundamental principles, except for one point—the subsistence basis (see below)— ; and the greater part of the proposed changes in the existing social insurance system.

Speaking at Ashton-under-Lyne on 28th February, 1943, the Deputy Prime Minister, Mr. Attlee, summed up the position after the Debate : "The Government have welcomed [Sir William Beveridge's] scheme and have accepted its principles, and not only its principles, but the greatest part of all his actual proposals. We are now getting down to the business of working out the detailed implementation of the scheme."

The White Paper places on record the gratitude of the Government to Sir William Beveridge "for the great work which he did in preparing his

comprehensive and imaginative Report" and adds that "their main tribute is the embodiment of so much of his plan in the proposals set out in this White Paper."

THE GOVERNMENT'S PROPOSALS

Social Insurance and Family Allowances (Cmd. 6550)

The Assumptions

The Government had accepted the three basic assumptions of the Beveridge Report—children's allowances, a comprehensive health service, and avoidance of mass unemployment—"as necessary prerequisites to an improved and comprehensive plan of social insurance."

The Government's proposals for a national health service, which were already under consideration at the time of the publication of the Report, have been published in the White Paper, **A National Health Service** (Cmd. 6502) (see under Health).

The Government's policy for maintaining a high and stable level of employment after the war has also been published in the White Paper on **Employment Policy** (Cmd. 6527).

The Government's plan for a scheme for family allowances is included in the present White Paper.

With regard to the scheme itself, as stated in the White Paper "social insurance is essentially a mosaic of detail." Much time and labour had to be devoted to working out and putting together the details. The special machinery set up for the examination of the Beveridge Report has been described in Part I under **Machinery for the Study of Reconstruction**.

The Underlying Principles

The underlying principles of the Government's proposals take account of the fact that the "more extreme forms of poverty affected households of two kinds—those in which the bread-winner was ill or out of work or past working age, and those in which the number of children strained overmuch the available resources of the household." There must therefore be "both an increased rate of sickness and unemployment benefit, and retirement pension, and a system of family allowances which will contribute substantially to the maintenance of growing children."

With the exception of family allowances, which will be met wholly from taxation, "the Government have adhered to the principle that freedom from want must be achieved in the first instance by social insurance—that benefits must be earned by contributions."

Even so, a substantial contribution will have to be found by the State—including National Assistance and National Health Service, 54 per cent. at the outset, rising in 20 years to 64 per cent.; and "looking at the narrower field of insurance only, 31 per cent. at the outset, rising in 20 years to 50 per cent."

"The Government have also decided that the scope for social insurance should be extended in two different senses—the range and amount of benefits provided and the number of people included. All the existing types of benefit

will be increased, in most instances substantially, and this will be extended to include death grant. The scheme as a whole will embrace, not certain occupations and income groups, but **the entire population.**"

Another general principle is that of "equal benefits for equal contributions. At the same time contributors and beneficiaries have been classified . . . according to way of life into six groups, differing in respect of the benefits they need and the contributions they must make to receive them.

"The Government have also adopted the principle that the administration of a single comprehensive, universal scheme of social insurance must be unified."

On the subject of the level of benefit, as foreshadowed in the Debate in February, 1943, the Government have been unable to accept the Beveridge proposal for the linking of benefit to subsistence rates. It is pointed out :—

- (i) that this "might involve the frequent variation of benefit rates in accordance with the cost of living. . . ."
- (ii) that "social insurance must necessarily deal in averages of need. . . . It cannot adapt itself to the almost infinite variety of individual conditions. . . . It is an essential feature of an insurance scheme that equal contributions should provide equal benefits within a class or group.

"The right objective," in the Government's view, "is a rate of benefit which provides a reasonable insurance against want and at the same time takes account of the maximum contribution which the great body of contributors can properly be asked to bear. . . . In reserve there must remain a scheme of National Assistance designed to fill the inevitable gaps left by insurance and to supplement it where . . . necessary."

National Assistance will be extended to include financial assistance to all on proof of need ; and its administration centralised in one Department.

The Scheme Itself

Only the main points in the Government's scheme can be outlined here. For further details the reader is referred to the White Paper.

Universality and Classification. There will be a compulsory scheme of national insurance, unified in administration, and including everybody. The population will be divided into six classes—Class I, employees, II the self-employed, III housewives, IV adults who do not earn, V children, VI people over working age. Those below working age will be provided for by family allowances ; those of working age by insurance benefits ; and those beyond working age by retirement pensions.

Each insured person will pay a single weekly contribution for all benefits, in the form of one stamp on a single document.

Contributions. The rates of weekly contributions for persons over 18—including for Class I the benefits under the Industrial Injury Insurance Scheme (see below)—will be :

	Class I			Class II	Class IV
	Employee	Employer	Total		
Men ..	s. d. 3 10	s. d. 3 1	s. d. 6 11	s. d. 4 2	s. d. 3 4
Woman ..	s. d. 3 0	s. d. 2 5	s. d. 5 5	s. d. 3 6	s. d. 2 8

Family Allowances. 5s. 0d. a week for second and subsequent children. Where the parent is in receipt of benefit the first child will be included. Services in kind, including meals and milk at schools, will be extended.

Orphan's Allowance. 12s. 6d. a week for each orphan.

Sickness and Unemployment Benefit. 40s. 0d. a week for a married couple, 24s. 0d. for a single person. After three years, sickness benefit will be replaced by an invalidity benefit at retirement pension rate. Unemployment benefit will ordinarily end after 30 weeks. Special allowances at a higher rate will be available to persons undergoing a course of approved training. An additional allowance of 16s. 0d. a week (15s. 0d. when added to invalidity benefit) will be paid to those on single benefit who have an adult dependant.

Retirement Pensions. A standard rate of 35s. 0d. a week for a married couple and 20s. 0d. for a single person. Minimum retiring age 65 for men and 60 for women, but joint pension payable when husband qualifies, provided that if wife is under 60 she is not gainfully occupied. Pensions will be increased by 2s. 0d. a week (joint) and 1s. 0d. (single) for each year by which retirement is postponed beyond pensionable age.

Maternity Grant. £4, and in addition maternity benefit of 36s. 0d. a week for gainfully occupied women for 13 weeks, provided the occupation is given up. Attendance allowance of £1 a week for 4 weeks for women not eligible for maternity benefit.

Widows. 36s. 0d. a week (with 5s. 0d. added for first child) for the first 13 weeks of widowhood for widows under 60, or those whose husbands have not qualified for retirement pension. Thereafter : if there is a dependent child, guardian's benefit of 24s. 0d. a week (with 5s. 0d. added for the first child) ; widow's pension of 20s. 0d. a week for widows of 50 or over at the time when the husband dies or children cease to be dependent, provided 10 years have elapsed since marriage.

Death Grant. £20 for persons over 18, £15 between 6 and 18, £10 between 3 and 6, and £6 under 3 years of age.

Summary of Main Benefit Rates. The main benefit rates are shown in the table below :

	Sickness Benefit	Invalidity Benefit	Unemploy- ment Benefit	Retirement Benefit
	s. d.	s. d.	s. d.	s. d.
Single man or woman, and married man with gainfully occupied wife	24 0	20 0	24 0	20 0
Married man with wife not gainfully occupied	40 0	35 0	40 0	35 0
Married woman gainfully occupied	16 0	16 0	20 0	20 0
Dependant's allowance, where payable	16 0	15 0	16 0	—

These weekly rates are increased by 5s. 0d. for the first dependent child.

National Assistance. National Assistance will be available to all who can prove need.

Administration. A Ministry of Social Insurance will be set up which will be responsible for the whole of social insurance. The administration of assistance will be kept separate, though the Minister of Social Insurance will be responsible to Parliament for both.

Approved Societies will not be retained either as independent financial units or as agents in the administration of the scheme.

Cost of Scheme

The finance of the scheme is explained in a Memorandum by the Government Actuary which forms Appendix I to the White Paper.

The following table shows the estimated income and expenditure of the proposed scheme at ten-yearly intervals—it being assumed for the sake of comparison that the scheme could be brought into operation in 1945 under stabilised post-war conditions.

(In £ millions)

	1945	1955	1965	1975	
<i>Estimated Expenditure</i>					
Social insurance benefits ..	374	428	500	542	
National assistance	69	73	70	67	
Family allowances	59	60	56	52	
Health service	148	170	170	170	
Total expenditure ..	650	731	796	831	
<i>Estimated Income</i>					
Receipts from contributions of insured persons and employers	283	280	275	259	
Interest on existing funds ..	15	15	15	15	
Balance of expenditure to be met from Exchequer (or local rates)	352	436	506	557	
Total income	650	731	796	831	

Increase in the cost of retirement pensions more than accounts for the growth in expenditure ; the estimated pension charges being, in £ millions, 169 in 1945, 203 in 1955, 272 in 1965, and 324 in 1975.

If the existing social insurance schemes and allied services were in operation in 1945, their cost may be put at £411 millions, of which £278 millions would fall to be met by taxation or local rates as compared with £352 millions under the new scheme. Thus at the outset the increased cost of the new scheme to the Exchequer and local rates is estimated at £74 millions.

The above figures of expenditure on the new scheme take no account of the cost of increased benefits in kind to children under the scheme of family allowances. The provision of meals and milk for children at school is estimated ultimately to involve expenditure of the order of £60 millions a year. Nor do the figures include the cost of training allowances to unemployed people who take courses of approved training.

Legislation

The first step will be to introduce legislation at the earliest possible moment to set up a Ministry of Social Insurance.

The next step will be a Bill dealing with family allowances, though the scheme would not come into operation till after the war.

The Bill to implement the scheme of comprehensive social insurance will be a measure of great length and complexity. Subject to the discussion by Parliament of the proposals set out in the White Paper, the Bill will be introduced as soon as possible.

After a two-day Debate, 2nd and 3rd November, 1944, a motion welcoming "the intention of His Majesty's Government, declared in the White Paper presented to Parliament, to establish an enlarged and unified scheme of social insurance and a system of family allowances" was passed by the House of Commons.

2nd November. Opening the Debate, Sir William Jowitt said : "I believe this scheme represents in scale and comprehensiveness one of the greatest single advances which has ever been made either in this country or in any other country in the development of Social Insurance."

Workmen's Compensation (Cmd. 6551)

Part II of the White Paper on Social Insurance contains the Government's proposals for an Industrial Injury Insurance Scheme under which "workmen's compensation will be treated in the future not as part of the law of employer's liability but as a social service."

The first three chapters describe the present system of workmen's compensation ; review the proposals in the Beveridge Report ; and set out the Government's views, indicating in what respects they differ from the proposals in the Report. The fourth chapter outlines the Government's proposals for a new scheme of Industrial Injury Insurance. An Appendix contains tables comparing the rate of injury allowance, of 100 per cent. disablement pension, and of benefits in fatal cases under the Government scheme with the corresponding benefits under both the existing Acts and under the Beveridge plan.

Ever since the Workmen's (Compensation for Accidents) Act, 1897, the compensation of workmen for industrial injury has been a liability, imposed by law, upon their employer. "Henceforward, the Government, as part of their extension and recasting of the social insurance system, propose that provision for disablement or loss of life from industrial injury shall become a social service, administered as a separate scheme, but under the Minister of Social Insurance."

Benefits will no longer be related to the estimated loss of earning capacity, as under the present system, but will be paid at flat rates, with supplements for family responsibilities, from a separate insurance fund, to which employer, workman and the Exchequer will contribute.

In the earlier weeks, while the workman is incapacitated from work, there will be injury allowances. Afterwards, if disablement is prolonged, these allowances will be replaced by "industrial pensions, based not on loss of earning capacity but upon the extent to which the workman has suffered disablement by the injury by comparison with a normal healthy person of the same age and sex. The pension will not be affected by any subsequent earnings of the workman, and (except in some cases of minor disability) will not be replaced by a lump sum payment. There will be pensions for widows, parents and certain other dependants of those who have died as the result of industrial injury.

"This system is in many respects like that which is the basis of war pension schemes. It thus recognises a certain similarity between the position of the soldier wounded in battle and that of the man injured in the course of his productive work for the community. Neither is liable to have his pension reduced on account of what he may earn after the injury ; each is compensated, not for loss of earning capacity but for whatever he has lost in health, strength and the power to enjoy life."

The fundamental change proposed in the new plan for providing for industrial injury involves a great simplification of what had become a very complicated system. "The Government believe that it will remove workmen's compensation from the atmosphere of controversy and conflict with which it has been surrounded and will establish it for the future on a happier and sounder foundation."

The Industrial Injury Insurance Scheme

Space does not admit of more than a very brief outline of the Scheme.

Scope of Scheme. The Scheme will cover, broadly, all persons working under a contract of service or apprenticeship, including non-manual workers. "It will apply to accidents arising out of and in the course of employment, and to specified industrial diseases."

Finance. An Industrial Injury Insurance Fund will be set up out of which all benefits and administrative charges will be paid. The Fund will be maintained by weekly contributions, 6d. for adult men and 4d. for women (half rates for juveniles), shared equally between employer and workman, with a contribution from the Exchequer. The contributions from employer and workman are included in the main Social Insurance contribution rates mentioned above.

General Administration. As the new Scheme departs from the general scheme of social insurance as regards rates of benefit and is, in many respects, assimilated to the war pensions schemes, it will remain a separate scheme, but will be under the general charge of the Minister of Social Insurance.

To provide for the collaboration of industry in the development and administration of the Scheme, an Advisory Council or Committee will be set up, on which employers and workmen will be equally represented, to advise the Minister on important matters of policy and administration. Employers and workmen will also be equally represented on the local Appeal Tribunals.

Procedure for Settlement of Claims. Claims will be dealt with by an Industrial Pensions Officer, subject to rights of appeal to local tribunals, and further rights of appeal to an Industrial Injury Insurance Commissioner, whose decision will be final.

Benefits. The main benefits in industrial disablement cases will consist of an industrial injury allowance of 35s. 0d. a week for the first 13 weeks of incapacity, followed in case of permanent or prolonged disablement by an industrial pension of 40s. 0d. a week for 100 per cent. disablement, with a supplement of 10s. 0d. if virtually unemployable. Allowances will be paid in respect of family responsibilities : for wife and first child 8s. 9d. and 5s. 0d. respectively where injury allowance is 35s. 0d., 10s. 0d. and 7s. 6d. respectively where allowance is 40s. 0d. Second and subsequent children are provided for in the general family allowance scheme.

Where the degree of disablement is less than 100 per cent., pension and allowances will be proportionate to the degree of disablement.

There are also other allowances, including, if necessary, allowance for constant attendance not exceeding 20s. 0d. a week.

Women will be entitled to injury allowance and pension at the same basic rate as men.

In fatal cases, the widow will receive (after the temporary benefit of 36s. 0d. a week for 13 weeks under the general scheme) 30s. 0d. a week, if she is 50 or over, has dependent children or is incapable of self-support ; in other cases 20s. 0d. An allowance of 7s. 6d. weekly will be payable in respect of a first child. As under the general scheme, there will be an allowance of 12s. 0d. weekly for each orphan child. A pension may also be payable in certain circumstances to one or both parents, or to one adult dependent of the deceased workman's family.

Cost of Scheme. The cost of the scheme is likely to be in the order of £20 million a year, with a further £3 million for administration. The weekly contributions will provide five-sixths of the cost, the Exchequer contributing the remaining one-sixth.

Medical Treatment and Rehabilitation

The medical treatment and rehabilitation of injured workmen and post-hospital rehabilitation and training will be provided as part of the general medical and post-hospital rehabilitation services organised by the Health Department and by the Ministry of Labour and National Service respectively.

Alternative Remedies

The Beveridge Report recommended in the chapter headed "The Problem of Alternative Remedies" the setting up of a Committee to consider the relation both in industrial and non-industrial cases between claims to security benefit and claims for damages in respect of personal injury caused by negligence. It also recommended (paragraph 98) a review of the law governing the liability of employers and third parties to pay damages or compensation to workmen, or their local representatives and dependants, independently of the provision for them proposed in the new scheme.

The Government agree that an inquiry under both heads is desirable and have set up for this purpose a Committee with comprehensive terms of reference under the Chairmanship of Sir Walter Monckton.

Legislation. If the Government's Scheme commends itself to Parliament the Government will introduce legislation as soon as practicable, with a view to bringing it into operation at the same time as the general scheme of social insurance.

After a two-day Debate, 8th and 9th November, a motion welcoming "The intention of His Majesty's Government, declared in the White Paper presented to Parliament, to replace the existing system of workmen's compensation by a new scheme of Industrial Injury Insurance" was passed by the House of Commons.

8th November. Opening the Debate the Secretary of State for the Home Department, Mr. Herbert Morrison, said : "The proposals embodied in the White Paper . . . constitute a revolutionary advance in the whole structure of workmen's compensation administration. . . . The main and truly revolutionary feature of the new scheme is that for the first time it transfers from the employer to the community as a whole the responsibility for the casualties of industry. . . . It is a complete change of conception, and workmen's compensation under its new title of *industrial injury insurance* will become, for the first time, a social service administered for the community by the new Ministry [of National Insurance] . . ."

Ministry of National Insurance

17th November, 1944. The Ministry of National Insurance Act received the Royal Assent.

[The measure was introduced as the Ministry of Social Insurance Bill, but the title was amended in Committee to the Ministry of National Insurance Bill.]

The Act provides for the appointment of a Minister of National Insurance and for the transfer to him, of

- (a) the functions of the Minister of Health (or in Scotland, the Secretary of State) with respect to national health insurance, old age pensions, widows' orphans' and old age contributory pensions and supplementary pensions (except such as relate to the administration of medical benefit) :
- (b) the functions of the Minister of Labour and National Service with respect to unemployment insurance and unemployment assistance (except such as relate to courses of instruction and to the promotion of employment) :
- (c) the functions of the Secretary of State for the Home Department with respect to workmen's compensation.

Sir William Jowitt was appointed Minister of National Insurance.

Unemployment Insurance (Increase of Benefit) Act

Mention may be made, as affecting the transition period, of the Unemployment Insurance (Increase of Benefit) Act, 1944, received the Royal Assent on 26th October, 1944. The Act increased the rates of benefit payable under the Unemployment Insurance Acts 1935 to 1940.

11th October, 1944. Moving the Second Reading of the Bill Mr. Bevin explained that it was "an interim measure" designed "to meet the conditions . . . in the period of transition from war to peace. . . ."

"However effective our organisation may be, there is bound to be a gap, in many cases, between the displacement of people from munitions, and their resettlement in what will be their normal employment . . . while we have to face the gap between resettlement and replacement we propose to increase the rates of benefit payable under the Unemployment Insurance Act. . . ."

List of Documents in order of mention in text

	<i>Net Price</i>
Social Insurance, Part I, September, 1944. Cmd. 6550	6d.
Social Insurance, Part II, Workmen's Compensation. Proposals for an Industrial Injury Insurance Scheme, September, 1944. Cmd. 6551	3d.
Social Insurance. Brief Guide to the Government's Plan, 1944 ...	3d.
Social Insurance and Allied Services, November, 1942. Cmd. 6404 ...	2/-
Social Insurance and Allied Services—Memoranda from Organisations Appendix G., November, 1942. Cmd. 6405	2/-
The Beveridge Report in Brief, 1942	3d.
A National Health Service, February, 1944. Cmd. 6502	1/-
Employment Policy, May, 1944. Cmd. 6527	6d.
Workmen's (Compensation for Accidents) Act, 1897	—
Ministry of National Insurance Act, 1944, 7 and 8. Geo. 6. Ch. 46 ...	1d.
Unemployment Insurance (Increase of Benefit) Act, 1944. 7 and 8. Geo. 6. Ch. 42	1d.

Selected Pamphlets

SOCIAL SERVICES

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
British Federation of Social Workers.	Report of Conference. July, 1943. The Part which Social Workers can play in the Beveridge Plan for Social Security.	5 Victoria Street, S.W.1.
The Hon. Quintin Hogg, M.P., in conjunction with six Conservative Members of the House of Commons.	The Law and Employers' Liability. A Report (1944).	Stevens & Sons Ltd., 119-120 Chancery Lane Price 2/-
Leverhulme Grant Community Centres. Joint Research Committee.	Community Centres — A Survey by Flora and Gordon Stephenson (July, 1942).	13 Suffolk Street, Haymarket, S.W.1. Price 3/6
Liberal Party.	Family Allowances and Social Security. Lady Rhys-Williams' Scheme, with the Report of a Liberal Committee thereon. (May, 1944).	Liberal Publication Dept., 8 Gayfere Street, S.W.1. Price 4d.
Library Association.	The Public Library Service — Its Post-War Reorganisation and Development (September, 1943).	Chaucer House, Malet Place, W.C.1. Price 6d.

<i>Organisation</i>	<i>Title</i>	<i>Where obtainable</i>
London Council of Social Service.	The Communal Restaurant. A study of the Place of Civic Restaurants in the Life of the Community. Foreword by Sir Wyndham Deedes (October, 1943).	7 Bayley Street, Bedford Square, W.C.1. Price 6d.
National Council for Maternity and Child Welfare.	The Training of the Nursery Nurse. Interim Report (1944).	National Society of Children's Nurseries, 117 Piccadilly, W.1.
National Society of Children's Nurseries.	A Four-Year Plan for Children's Nurseries (April, 1943).	117 Piccadilly, W.1.
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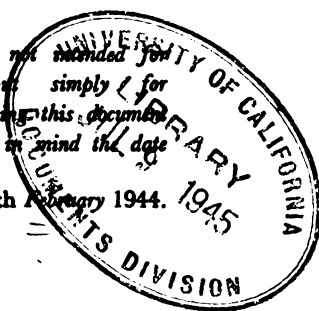
MINISTRY OF INFORMATION

THE PRESS IN WAR TIME

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16th February 1944.

SPECIMEN OF THE PRESS
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QUOTE No. Q.5554.

INTRODUCTION

Before the war the British Press was a large and fast growing industry. In 1930 it ranked as 23rd of the major British manufacturing industries in order of the number of persons employed (Industry Tables of the 1931 census estimated this to be 79,620, an increase of over 20,000 since 1921) and as 11th in net output. In 1936 the circulation of morning papers was approximately 13,000,000 or 95 for every 100 families, while Sunday papers were produced at the rate of 130 per 100 families. Between 1929 and 1939 every British newspaper of note completely rebuilt or extended its plant to meet the demands of still rising circulation and increased advertising.

It was moreover an industry containing a high proportion of skilled personnel. A Political and Economic Planning broadsheet, published 1935, showed firstly that 20,000 or 30% of those engaged in newspaper production were administrative staff, compared with a figure of 10% for industry as a whole; secondly that about one-sixth of the employees, or more than four times the average for all industries, were skilled workers; thirdly that the ratio of men to women workers rose from 515 in 1921 to 644 in 1931 as against a drop in industry as a whole from the already substantially lower figure of 240 to 236.

Finally the industry was privately owned, financed and controlled (see Appendix A) and exercised that liberty in the purveyance of news and expression of opinion praised by Wilkes in his *North Briton* (1762) as "the birthright of a Briton and justly esteemed the firmest bulwark of the liberties of this country."

It is against this pre-war background of independence, expansion and a growing degree of technical skill in all branches of the newspaper industry that changes brought about by war-time conditions must be considered.

Newsprint Supply

(I) General

Before the war, English mills were producing about 900,000 long tons of newsprint annually from imported pulp, 80% of which came from Scandinavia. The supply was augmented by some 300,000 tons of imported newsprint, purchased by a number of London and provincial papers direct from mills in Canada, Newfoundland and Scandinavia. This brought the total annual supply in Great Britain to 1,200,000 tons. In 1938 newspapers and periodicals of all classes were estimated to be using between 21,000 and 23,000 tons weekly.

Since the beginning of the war, the consumption figure has dropped by nearly 80%, the present rate of weekly usage being approximately 4,850 tons.

This reduction has been effected by joint action on the part of the newspapers acting through the Newsprint Supply Company (see Appendix D) and the Government, through the Paper Control, established as a Department of the Ministry of Supply in September 1939 under Regulation 55 of the Defence Regulations. Broadly speaking, it may be said that the Government fixes the tonnage available, while the Company and the Newsprint Division of the Paper Control are responsible for its equitable and economic distribution.

(II) *Restrictive Measures*

The steps taken in reducing newsprint consumption at various periods during the war have been as follows :

- (1) An arrangement, in which newspapers co-operated, whereby supplies were restricted to 60% of the quantity in the reference period 1938-1939. This operated between September 1939 and July 1940, when the import of pulp and newsprint was governed mainly by considerations of shipping space, and both were available in sufficient quantities to meet current demands. Total average weekly usage during the period was approximately 14,500 tons.
- (2) A Paper Control Order (No. 19) issued June 1940, limiting the number of pages to be published according to the pre-war page area and price of the newspaper concerned. This was imposed to meet the sudden shortage of newsprint created by Germany's invasion of Norway, which closed the Baltic and cut off Scandinavia as a source of supply. At the same time the Newsprint Supply Company introduced pegged circulation, which fixed the weekly number of copies a paper might publish at a figure not to exceed that of the week immediately preceding the introduction of the scheme. The effect of these measures was to bring down average total weekly usage between July 1940 and March 1941 to approximately 6,800 tons.
- (3) A 17% cut in March 1941 on the tonnage allocated in the first pegged circulation period, which reduced the average total weekly usage to approximately 5,800 tons.
- (4) The introduction in April 1941 of the "basic ration" scheme, under which each newspaper was allotted sufficient tonnage to cover a given reference period circulation with a reduced number of pages (usually 75% of that allowed under Control Order 19) decided on by the Newsprint Supply Company on the basis of weekly stock and consumption returns submitted to them. (No paper was obliged to accept the new page limitation ; all were entitled to continue publishing up to the maximum allowed under Order 19 and meet the new tonnage allocation by reducing their circulation.) The effect of the scheme was to reduce total average weekly consumption to approximately 4,850 tons.
- (5) A 10% cut in March 1942 on the figure of the preceding period, bringing the total average weekly consumption down to 4,430 tons.
- (6) A further 2½% cut in February 1943. From this date until September 1943, when an 11½% increase was granted in order to meet the growing demand of members of the Armed Forces for newspapers, total average weekly consumption was at the low level of approximately 4,320 tons.

Other methods adopted to conserve paper supplies have been :

- (a) Paper Control (No. 16) Order which banned the manufacture of competing news bills. Newspapers are now supplied with permanent placards saying, for example, "Read the War News in the Star" and newsvendors chalk topical headlines on blackboards.

- (b) Paper Control (No. 48) Order prohibiting the publication of any news paper not printed in Great Britain before August 1940, without special authority—exceptions were made in the case of publications directly connected with the war effort—and limiting publication intervals for all newspapers to those obtaining before that date.
- (c) The abolition of the "sale or return" system, whereby newsagents in pre-war days received an allowance from the newspapers for any unsold copies. This was for a time enforced by Statutory Order, but the rigidity imposed was found to cause undue hardship—for instance, a consignment of papers might be held up 24 hours owing to sudden pressure of traffic on a local railway line and so become a total loss to the newsagent—and the Order was subsequently lifted. At present the matter is dealt with by the newspapers themselves; doubtful cases, such as that referred to above, being passed to the Newspaper Proprietors' Association or the Newspaper Society for a final ruling. As a result of the ban, newsagents regulate their purchases by their standing orders, and until September of this year when the increased allowance of newsprint enabled newspapers to produce additional copies (the total daily increase is 2,000,000), it was rare to be able to buy an odd copy of any newspaper from a bookstall. Furthermore, a request from a customer to a newsagent for the regular delivery of a particular newspaper might often remain unfulfilled for several weeks until a previous subscriber had cancelled his order and thus released a copy.
- (d) The introduction on February 15, 1943, of a lighter weight paper—14-lb. demy instead of 14½-lb. demy. This enabled papers to keep up the number of pages or copies produced with no increase in tonnage consumed.

(III) *Stocks of Newsprint*

Every newspaper at present has a stock of newsprint sufficient for 20 weeks' consumption at the current rate. Between 1940 and 1942 the industry found itself in the position of having increased its reserves for 14 weeks' supply to 32. As a result of negotiations carried out between the Newsprint Supply Company and the Government, in November 1942 it was agreed to reduce stocks over the following 8 months to 16 weeks' supply in order to make available for more urgent purposes the ships in the Company's service. An extra 4 weeks' supply was later arranged. The following table sets out in concise form the position between June 1940 and November 1942.

		Stock Tons	Weekly Usage Tons	No. of Weeks' Stock
27.5.40	...	200,000	14,500	14
30.3.41	...	177,600	5,800	31
1.1.42	...	163,000	4,850	34
13.4.42	...	145,250	4,430	33
1.8.42	...	140,500	4,430	32
1.10.42	...	138,000	4,430	32

(IV) *Changes in Size and Format*

Before the war, a large (in this sense large indicates a page area of over 250 square inches) London-published daily newspaper produced from 16 to 24 pages every day, and a provincial daily from 8 to 12 pages. Sunday

papers carried from 20 to 34 and local weekly newspapers up to 24 pages per copy. Today the vast majority of large London and provincial dailies issue a 4-page paper; the small dailies and "tabloids" an 8-page paper, while the Sunday papers appear in 6-to 8-page editions.

The main exception to the 4-page daily rule have been the 3d. *Times*, the 1½d. *Daily Telegraph*, the 2d. *Manchester Guardian*, *Scotsman* and *Glasgow Herald*, which have habitually published larger issues. This is partly due to their higher price—under Control Order (No. 19) a large daily newspaper selling for 2d. or over in the immediate pre-war year had its upper page limit fixed at 60 per week, one selling at 1½d. at 38 per week, while one selling at less than 1½d. at only 36 per week; partly to a voluntary cut in circulation and partly to the fact that they carry a large amount of classified advertising recognised even in war time as a desirable public service. *The Times* has also retained its position as the recognised medium for full reports of Parliamentary debates and legal cases. At present *The Times* and *Manchester Guardian* vary from 8 to 10 and 6 to 8 pages respectively, the *Daily Telegraph* from 4 to 6.

Local weeklies also vary the size of their editions. The limitation of 12 pages per week imposed upon them by Control Order 19 was altered by a Directive to that Order in November 1940, which extended the reference period for this category of newspaper (defined as one published for normal circulation only within the area of the district, borough, city, county, town and parish where it is published) to 3 months to allow for seasonal advertising. This means that a local weekly selling at 2d. or over in the immediate pre-war period may publish up to 156 pages in 13 consecutive issues beginning January 1, April 1, July 1, October 1, of any year. The page allowance for cheaper papers of this kind is reckoned on the same basis.

No exact figures for the rate of reduction since September 1939 can be given, as this has necessarily varied according to the page area, price and publication frequency of the different classes of newspaper. But taking a large national daily as an example, the rate has been as follows:—between September 1939 and April 1940 the paper produced 12 pages; between April and July 1940: 8; between July 1940 and March 1941: 6; between March and April 1941: 6 on 4 days, 4 on 2 days; from April 1941 to the present day: 4.

The problem of compression facing the newspapers—within these few pages they must publish the whole news of the war, the ordinary domestic news and such advertising as possible—has been solved in a variety of ways. The most obvious layout changes have been (a) the use of narrower margins, (b) the adoption of condensed type, (c) the increase of columns per page—all standard size (i.e. 22½-inches cut off length of column) except *The Times* now has 8 columns instead of 7; the *Daily Mirror* has 6 columns instead of 4; the *Daily Sketch* 5 instead of 4, and (d) the reduction in headline and title space.

Reading matter has been cut down to bare essentials. In general, news reports are shorter and more concise than before the war; subsidiary features (symposiums) have almost disappeared; the "crime ration" is restricted; pages devoted to sport and finance have become odd columns (the greatly reduced activity in both these spheres made reduction here easy); women's and children's sections no longer appear regularly and some papers have

eliminated them altogether ; finally such unjournalistic schemes as free insurance, competitions, etc., which a number of papers had adopted as weapons in the pre-war battle for circulation, have been universally abolished.

(V) *Changes in Expenses*

The drop in the manufacturing capacity of the home mills from 100% to 15% caused partly by the shortage of raw material—home-produced pulp is scarce and although imports from Canada have increased from 72,000 tons in 1939 to 270,000 tons in 1943, this represents only a fraction of the pre-war imported tonnage—partly by the drain on manpower, together with the high cost of imported pulp due to transport and labour charges, have almost trebled the cost of newsprint. The following table illustrates the steady increase in price per ton from the 1939 figure of £11 5s. 0d. per ton.

					Controlled.	Equalised.
28.2.40.	...	...	...	...	£21 10s. 0d.	
27.5.40.	...	...	...	...	£22 11s. 6d.	£22 10s. 0d.
1.7.40.	...	...	...	...	£24 0s. 0d.	£24 0s. 0d.
26.10.40.	...	...	...	...	£28 10s. 0d.	£26 0s. 0d.
1.1.42.	...	...	...	...	£28 15s. 0d.	£26 0s. 0d.
13.4.42.	...	...	...	...	£30 0s. 0d.	£28 0s. 0d.
1.8.42.	...	...	...	...	£30 0s. 0d.	£29 0s. 0d.
1.10.42.	...	...	...	...	£30 15s. 0d.	£30 2s. 6d.
8.2.43.	...	...	...	...	£32 5s. 0d.	£31 12s. 6d.

(These prices are all for long tons, i.e. 2,240 lb.)

The practice of equalising the prices as between imported and domestically produced paper has proved sound. It has been operated by the Newsprint Supply Company, who by agreement distribute all newsprint through the home mills paying them a commission out of their profits made on the sale of imported paper on each ton of domestically produced sold at less than the controlled rate. Throughout the operations the import of Canadian paper has been possible at approximately £5 per ton less than the price of home produced. By the end of November 1942 approximately £700,000 had been paid to the home mills in commission and equalisation of price.

One effect of the increased prices has been to offset to a certain degree the drop in newspaper publication costs caused by restricted paper supplies. For instance, a London daily paper with a circulation figure of 2,000,000 producing 24 pages 6 days a week used, in 1938, 1,700 tons of newsprint weekly. At the pre-war price of £11 5s. 0d. per ton, the weekly expenditure on paper was £19,125. If prices had remained static, the same paper with the same circulation figure producing 4 pages on paper 10% lighter than the pre-war quality would at present be spending a weekly sum of only £2,870. In fact such a newspaper today must spend £7,650 per week, so that while reduction in weight consumed has been over 80% that in expenditure on newsprint is only about 63%.

(VI) *Circulation Figures*

Generally speaking, newspaper sales over the past 4 years have tended to increase. A recent survey (a) carried out by the *World's Press News* showed that between June 1939 and June 1943 the popular national newspapers (morning) recorded a decline in circulation of approximately 4·7%; the London evening papers a gain of 9·2%; the Sunday papers a gain of 18·2%; the provincial morning papers a gain of 10·6% and the provincial evening papers a gain of 3·75%. Variations between individual papers in each of these classes—for instance the *Daily Express* registered an increase from 2,510,019 in June 1939 to 2,531,000 in June 1943 although the class as a whole showed a decrease—have been due mainly to the management of current newsprint allocations and such extraneous factors as the movements of population (the *Daily Express* prints in both Glasgow and Manchester and is therefore able to secure in those areas what it may have lost through the evacuation of London) and are not the result of competitive selling. Unavoidably the spirit of sales competition which in pre-war days flourished between the national dailies and between rivals in the provinces was one of the first casualties of war-time restrictions and controls.

The only papers which have shown a marked decrease in circulation figures as a result of newsprint shortage are those such as *The Times* (between June 1939 and June 1943 sales dropped from 200,869 to 157,739, i.e. by 25%) and the *Daily Telegraph* (from June 1940, when the circulation figure reached 913,997, sales dropped to 649,662), which for reasons of policy already explained deliberately cut their sales. In these cases the practice developed among readers and widely encouraged by newspaper managements of passing copies on means that circulation figures do not accurately reflect the number of readers.

- (a) N.B. Made only from papers belonging to the Audit Bureau of Circulation. Must not therefore be taken as complete.

The Press and the State

(I) *Press Censorship*

In Great Britain Press Censorship is voluntary. The Government has no statutory powers to stop the publication of any material, whether concerned with the war or not, designed for home consumption. All it can do is to give its authority through the Press Censorship Division of the Ministry of Information to the publication of material which it is satisfied is of no value to the enemy and to extend its protection to any paper publishing material so approved. No paper is obliged to submit its reports or articles for censorship, nor can it be punished for the mere act of ignoring or disobeying official sanctions; but by publishing forbidden or uncensored items it runs the risk of prosecution under Defence Regulation 3 for the offence of publishing information of value to the enemy and endangering the security of the State.

Comment is not censorable. Papers are free to discuss and criticise Government policy at will—a freedom they have exercised consistently during the four years of war, as illustrated, for instance, by the outcry at the lack of

adequate arms and aircraft at Dunkirk ; the campaign for the provision of properly built hygienic shelters during the "Blitz" ; the criticism of the conduct of the war in the Far East during 1941 ; the recent protestations against the acceptance of the inclusion of the notorious Generals Roatta and Ambrosia in the Badoglio Government, and the current recommendations that authorities in this country should adopt a more active and realistic policy in regard to post-war reconstruction.

The Government is only concerned with Press opinion when this is persistently of a nature likely, in the words of the Minister of Home Security, January 1, 1941, "to create in readers a state of mind that would cause them to refrain from co-operating in the national effort and might cause them to be ready to hinder it." A paper may, on these grounds, be temporarily or permanently banned, as occurred in the case of the *Daily Worker* between 1941 and August 1942.

In dealing with Press material, the Press Censorship Division has a double duty to perform—the first, as stated, to ensure as far as possible that no information of value to the enemy appears in any newspaper, journal or book published in Britain ; the second to free to the public the maximum amount of news in the shortest possible time.

The proper performance of this duty depends on the voluntary co-operation of editors, which has been widely and readily forthcoming. Every editor has in his possession a document known as Defence Notices, drawn up by mutual agreement before the war by representatives of the Press and various Government Departments, listing those subjects on which nothing should be published without the censor's advice. The list has been revised from time to time and is supplemented by *Confidential Letters to Editors* as and when the situation demands.

The actual machinery of censorship works as follows :

Material is submitted voluntarily either by hand or by post to the Home News Section of the Press Censorship Division by the daily and weekly newspapers and by news agencies distributing to subscribers in this country. The censors and clerks of the section operate for 24 hours a day every day of the year, and are available for discussion and consultation at any time.

Articles and reports sent in are required to be marked clearly with (a) the name of the newspaper and/or news agency submitting, (b) the title or subject matter (c) the category involved i.e. Air, Sea, Military or Miscellaneous.

Proofs are examined according to priority of receipt, except in the case of copy wanted for afternoon or evening newspapers or for immediate distribution by the news agencies, which is given priority over less urgent copy. Copy for daily or Sunday papers is also normally given precedence over copy for periodicals, unless the latter would thereby suffer injury.

If words or sentences in an article are deleted by the censors, no other alterations are made in the text except such as may be necessary to preserve the sense and conceal the cut. If articles cannot be passed, nor passed with cuts, they are "held" against a possible release at a later date and the submitter advised accordingly. As soon as it is finally confirmed that a submission is

unlikely to be released at all, or will be valueless if released later, it is returned marked "Not Passed." The submitter may, in such an event, re-submit at a later date if circumstances change.

The Home News Section has at its disposal a panel of service advisers, competent to pass expert judgment on reports and stories concerning the Armed Forces. To ensure speed and uniformity in the treatment of scientific material, a Technical Section of specialists exists for the censorship of Press matter submitted by technical or trade journals.

For the day-to-day guidance of journalists, the Co-ordination and Direction Section, in charge of four assistant Directors and in operation at all hours of the day and night, issues regular lists of "Stops," "Qualified Releases" (these follow the removal of stops, but maintain certain restrictions usually of a technical nature) and "Releases" on news and general information.

Incoming Press telegrams are not censored in this country, since as a rule they have been passed at the point of origin; nor are incoming Press telephone messages, though these are under supervision.

Photographs are dealt with in the Photographic Section which is concerned not only with the censoring of photographs submitted by the Home Press, but also with the examination of incoming postal packets containing Press photographs intended for publication in Great Britain.

Finally, arrangements are made through the Scrutiny and Correspondence Section to scrutinise as many as possible of the papers published in the U.K. for the purpose of security checking. Steps are taken, where necessary, to remind editors of their responsibilities and it is through the work of this section that a prosecution could, in a serious case be evoked.

(II) Official News and Press Conferences

All Government news is issued to the Press through the News Division of the Ministry of Information, which receives communiqués, special announcements and news stories from all the Service and other Departments, as well as from other Divisions in the Ministry. Furthermore by special arrangement with the B.B.C. the News Division is responsible for providing journalists with advance copies of broadcasts both in Home and foreign programmes. News issued through this channel reaches a daily average total of 35,000 words and although only a certain proportion appears in the form in which it is handed out—newspapers preferring to write up their own copy—it is widely used for reference purposes.

Press Conferences at which experts give background information to the news concerning their Departments are held regularly by the Foreign Office, the Ministry of Economic Warfare, the Admiralty, the Air Ministry and the War Office. Journalists have an opportunity on these occasions to seek clarification or amplification of any official statement or news report. Further, special Conferences are arranged from time to time, at which Ministers, important visitors from overseas, members of Allied Governments and men who have taken part in Combined Operation raids and in other important or dramatic military, naval or air engagements are publicly "interviewed" by newspaper men. The holding of these Conferences is a war-time innovation, except in the case of the Foreign Office.

(III) *Official War Correspondents*

Papers wishing to send correspondents to any battle area must apply to the War Office for permission to do so. When this has been received, a correspondent is issued with a uniform bearing distinctive insignia and is free to proceed to his destination whenever transport allows. As a general rule newspapers are permitted to send 2 and agencies 3 correspondents to any established war theatre. At the beginning of December 1943 there were 103 accredited war correspondents from Great Britain in theatres of active operation. Casualties from September 1939 to December 1943 were 4 killed and 1 injured.

The right of correspondents on the battlefield to the greatest possible freedom of action within the limits imposed by the military situation is now fully recognised. Where the nature of an operation makes it impossible to grant equal facilities to all correspondents, from one to ten are selected by rota and their copy is made available to the whole Press. This system, known unofficially as the British News Pool system, is under the jurisdiction of the military authorities who have the authority to limit or increase the number of correspondents covering any one action or series of actions. One of the best examples of the "pool" system in operation was given at the Dieppe Raid in August 1942, when the late A. B. Austen of the *Daily Herald* covered the operation for the whole London Press.

Newspapers may, if they choose, "share" a war correspondent. This means that they are equally responsible for paying his salary and general expenses and have an equal right to print his copy. It is often done where a limited number of correspondents only are allowed in any one theatre. "Sharing" also takes place between Dominion and British newspapers and it is no uncommon thing for an Australian paper's correspondent in the Pacific to forward a copy of his dispatches to a London newspaper at a prearranged rate of pay.

In the air, the reporters have been allowed to go on various operational flights, notably in Sunderlands over the Bay of Biscay and Lancasters or Halifaxes over Berlin. Here the normal procedure is for the Air Ministry to notify the Press of the facilities arranged.

The same practice is adopted by the Admiralty, and war reporters have covered naval engagements from the decks of destroyers, battleships and aircraft carriers.

(IV) *Local War Correspondents*

As part of the invasion preparations set in motion in this country in June 1940, the newspapers in conjunction with the War Office established (a) a central panel of 8 war correspondents in London to proceed in the event of enemy landings, as and when transport allowed, to the affected areas to cover the news of the fighting, (b) accredited correspondents in provincial newspaper offices up and down the country, who, in the event of incidents in their area would immediately become war correspondents for that region. These correspondents were chosen from the established staff of morning and evening provincial papers. By agreement with the War Office, their copy was to be made available not only to their own papers, but to news agencies for general release. This arrangement still stands.

(V) *Service Reporters*

As a supplementary service to the Press, designed not to compete with but to fill in the gaps inevitably left by accredited war correspondents, the War Office has developed a service, known as the Officer Observer Scheme, which provides human stories of British Army activities for provincial newspapers. The scheme was launched in the Middle East in February 1943, when 6 officers with journalistic experience were assigned the task of collecting stories with a local angle which would make them particularly suitable for placing in the home area of the individual soldier or regiment described. Copy was prepared and sent to the Public Relations headquarters of the Middle East Command. Stories thought to have a wider than purely local interest and which the national newspapers might use were issued as official handouts to correspondents on the spot. The remainder were dispatched, after censorship, by air to the War Office and thence to the Ministry of Information for distribution. The contents were frequently revised and edited by the Regional Offices of the Ministry before final release. The service proved successful and now operates on the above pattern in all overseas war theatres. Roughly 60 to 100 handouts are prepared from each consignment of material flown to Britain. Copy from the Sicilian and Italian battlefields and from North Africa is handled at headquarters in North Africa ; from Palestine, Syria, Egypt, etc., at headquarters in the Middle East.

The Admiralty operates a somewhat similar scheme in this country. A certain number of commissioned officers with pre-war newspaper experience are stationed at various British ports, ready to sail in home waters. Their function is to provide material for newspaper and magazine articles to add to that collected and prepared by accredited war reporters.

Additional Press material is supplied by the Air Ministry through its comprehensive Public Relations Branch. In Britain, each area is covered by a separate section, staffed by several officers recruited from peace-time journalists. Each section submits its copy to the central news editor in London, whose function it is to see that it is placed in the most useful and advantageous way. Many Public Relations Officers are qualified as air gunners and have taken part in operational flights. Overseas the duties of the Public Relations Officer are mainly confined to acting as conducting officer to war correspondents and satisfying as far as possible their requirements in their search for news.

(VI) *"Home Front" Reporting*

Facilities are granted to national and provincial newspapermen to visit naval bases, army camps, R.A.F. stations and factories of the Ministry of Supply and the Ministry of Aircraft Production. The visits are arranged by the Reception and Facilities Section of the Ministry of Information in conjunction with the Department concerned.

Manpower and the Press

(i) **GENERAL.** Before the war, there were about 9,000 journalists in this country. Well over one-third of this number are now in the forces, and a substantial proportion of the remainder in non-journalistic work. On the printing side at least 100,000 men and women have been transferred from the industry to other work.

(ii) **MEN.** In September 1939 a Schedule of Reserved Occupations was introduced under which reservation applied to the following groups of men in the newspaper industry :—

- (1) **EDITORIAL :** members of Editorial Staffs of newspapers (including photographers), periodicals and newsagencies, of the age of 30 and over at registration.
- (2) **ADMINISTRATIVE :** accountants ; company secretaries ; office managers ; department managers ; chief clerks, chief cashiers ; senior general clerks ; costing clerks at the age of 30 or over. Shorthand writers at the age of 35 or over. Labour managers ; works managers ; assistant works managers ; factory managers ; department managers and other grades above foreman where not otherwise specifically reserved, at the age of 25 or over.
- (3) **MECHANICAL :** compositors ; linotype, monotype and intertype operators ; printing machine minders ; stereotypers ; electrotypers ; lithographers, copper and steel plate workers ; photogravure workers ; process engravers ; bookbinders and all other workers in printing in occupations not otherwise specifically reserved, excluding warehouse hands, at the age of 30 or over.
- (4) **DISTRIBUTION :** drivers of heavy motor-vans, heavy lorries and tractors at the age of 25, drivers of commercial goods vehicles at the age of 30.

At this stage “ reserved ” men were not allowed to volunteer for whole-time duty in any of the Services of National Défence, except in the Auxiliary Fire Service if they had enrolled before January 1939.

Papers wishing to apply for deferment for any of their staff not covered by the Schedule of Reserved Occupations had to apply individually through the Ministry of Information to the Ministry of Labour and National Service for such deferment.

Early in 1940 the rule forbidding “ reserved ” men to volunteer for service with the Armed Forces was rescinded.

In June of the same year, to play their part in the urgent call for skilled factory workers after the fall of France, the provincial newspapers and general printing industry volunteered to transfer as many as possible of their most suitable workers to the armament industry. The transfer was organised by local committees on which were representatives of the Ministry of Labour and the employers' and employees' organisations. Many hundreds of skilled workers went over to war production as a result.

At the end of April 1941 the age of reservation for mechanical grades was raised from 30 to 35. This at once increased the volume of deferment application, since due to the work of the above committees, many newspaper houses, in the provinces at any rate, were running on minimum or near minimum printing staffs ; and consequently led to the creation early in 1941 of 4 panels of experienced newspaper executives representing respectively the national dailies, the provincial newspapers, the periodicals and trade Press and the newsagencies to act in an advisory capacity to the Ministry of Labour in this matter.

In July 1941 the application of the amended Schedule of Reserved Occupations to the newspaper industry resulted over a given period in (a) raising the reservation age of the editorial, maintenance and distributive staff to 35, except in the case of Press telegraphists and heavy lorry drivers for whom the age limit remained at 25, (b) de-reserving the majority of mechanical workers and administrative staff, exceptions in the former case being linotype and intertype operators, monotype caster attendants, stereotypers, electrotypers and machine minders; in the latter, accountants, managers of all grades and other production grades above foreman not otherwise specifically reserved. The system of "protected" work (the reservation at a lower age than that generally prevailing in his occupation of an individual engaged on work of national importance) introduced in the amended Schedule, had no practical effect on the newspapers, since the industry did not apply for protection.

From January 1st, 1942, when individual deferment was substituted throughout all industry for block reservation, newspaper staffs aged 35 and over became liable for military service. A system of progressive de-reservation was instituted whereby the ages of reservation were raised by one year on the first of each month. At this point the Ministry of Information ceased to be the channel for deferment applications, the applications being sent direct to the Ministry of Labour and National Service who referred them to the four panels already mentioned. The Ministry of Labour appointed a Ministry of Labour official as committee secretary.

In offering their advice to the Ministry, the panels apply two tests to the applications—if the work is of paramount importance and if the person concerned is a key man who cannot be replaced. It is extremely rare that deferment is recommended for any man under 30. To date over 7,000 applications including renewals have been dealt with in this way.

Until six months ago, by agreement between the Ministry of Labour and the industry, no man over military age engaged on the mechanical side of newspaper production was affected by the Registration for Employment Order (March 1941) which laid down that any man up to 50 might, if not already employed to the best national advantage, be compulsorily directed to work in essential industries. In July 1943 the newspaper associations were asked to review the position with the object of releasing as many mechanical workers as possible for war production. A scheme was therefore started, and is in operation at present whereby newspaper houses are required to submit to the Ministry of Labour a comprehensive statement of their staff, plant, circulation figures, etc. These statements are submitted to the panels, to which have been added representatives of the Trade Unions. These later panels are called Industrial Advisory Committees. Conclusions drawn from these statements guide the committees in their recommendations to the Ministry of Labour.

(iii) WOMEN At the beginning of the war, women were used to some extent to replace men in newspaper production both on the editorial and mechanical sides. Early in 1941 special agreements were drawn up by the employers' organisations with the unions concerned governing the conditions of the employment of women in printing trades to which they had hitherto not been admitted.

The National Service Act 1941, which introduced the conscription of women, slowed down the tempo of dilution along these lines since women under 25 and later under 30 were not permitted to enter the industry. Of those already engaged in it, women of 30 or over have as a general rule been allowed to remain, those between 26 and 30 have been treated as "prior substitute" cases, i.e., they have been allowed to continue with their work until such times as either the newspaper employing them or the Ministry of Labour has found a suitable substitute; under the age of 26, they have been, save in exceptional cases, transferred into one of the Services or armament factories.

Deferment of women is handled in every case by the District Manpower Boards of the Ministry of Labour and National Service.

Press Photography

(I) *General*

Before the war, the British Press was lavishly illustrated. Most newspapers devoted one page entirely to photographs in addition to those accompanying the text of news reports and feature articles. There was little uniformity in illustration since apart from agency services the national daily papers, the chief evening papers and many of the larger provincial papers looked to their own permanent staff of photographers, numbering in some cases between 25 and 30, for pictures, which they preferred always to be individually exclusive. Only the smaller provincial papers, which could not afford many photographers and to which exclusiveness was not of paramount importance, relied solely on the agencies and even then only for coverage of events outside their immediate locality.

Since 1939 the position has fundamentally changed. The shortage of manpower has meant a reduction of about 75% in the permanent staff of individual newspapers; the shortage of newsprint has meant a cutting down in the number of photographs printed. In general, restricted space, limited circulation and decreasing manpower available has led to a tendency in all newspapers to use only one or two pictures illustrating the main news items without thought of exclusiveness.

(II) *Position of Photographers in England*

In September 1939 a Control of Photography Order was issued imposing a ban on the taking of photographs of practically all war subjects. These included not only camps, aerodromes, arsenals, troop movements, etc., but also factories, hospitals, bombed buildings and even groups of evacuated persons. The Order was immediately followed by the granting of exemption to a number of photographers employed by newspapers and agencies, who were issued with an official pass, permitting them to photograph all the prescribed subjects in any public place, with the sole proviso that prints must be approved by censorship before publication. Photographers wishing to take subjects inside factories, military camps, etc., are required to obtain *ad hoc* permission, but in nearly all cases this is automatically granted to those holding the official pass. Exceptions occur in certain service institutions such

as aerodromes and naval bases and in parts of the country such as banned Coastal Districts where for reasons of security independent photographers cannot be allowed. In these cases Press photographers are supplied by the official photographer of the service concerned.

(III) *Service Photography*

In addition to specified areas in Great Britain, photographs may be taken in overseas territories where British Forces are serving only by official Service photographers. The Army has organised them in a regular Corps—The Army Film and Photographic Service. They are recruited from the ranks of peace-time Press Photographers; with the rank of technical Sergeants, they are organised into special sections and detailed to cover all possible aspects of front line fighting as well as subjects of particular interest immediately behind the lines. Before acceptance by A.F.P.S., they must have passed through the period of training normally given to the fighting soldier and a special course of instruction in the special requirements and difficulties of battle photography. In this way they are equipped to carry out their job with maximum efficiency under the most exacting battle conditions.

Royal Navy and R.A.F. have smaller but similar bodies of official photographers differently organised to meet their special and more scattered needs. The Ministry of Information has also a number of photographers employed mainly for the coverage of industrial and other subjects where security is involved, and for events which under present conditions would not be covered by the Press or agency photographers.

(IV) *Methods of Distribution*

Official photographs taken in this country are after censorship distributed by the Photograph Division of the Ministry of Information through a rota system to the principal agencies. Under the normal British system the agencies submit copies of the photographs to the Press who pay only for those they publish at rates mutually agreed between the Ministry and the Press. Photographs from the battle areas are brought in by air and radio to the Ministry and are distributed in the same manner. Official photographs from the Dominions, India and the Colonies are handled in a similar manner.

The Ministry of Information maintains a central library through which the specialised needs of periodicals (such as the *Illustrated London News*), technical and trade journals are supplied. Books, exhibitions, lantern slides, film strips, etc., are handled through the same mechanism.

The Industrial Press

Like all other sections of the British Press, trade and technical journals serving business and industry have been affected by the paper shortage and the regulations concerning size and circulation. In addition, they have been faced with the loss of a great deal of their peace-time subject matter, since (a) wherever an industry turned over its manufacturing plant or distribution equipment to war production, its activities could no longer be published in the Press, (b) the drastic curtailment of production for normal civilian needs has resulted in little or no news of new lines.

To meet the restrictions on newsprint, trade and technical journals are using light-weight papers. Like the popular Press, they have resorted to brief headings, condensed type, smaller and fewer pictures and shorter copy. Some have changed their format to pocket size, thereby maintaining their editorial service while increasing the number of advertisers they can accommodate and thus raising their revenue, since paper rates remain the same. Others, particularly the more technical which would have difficulty in scaling down to a small page the drawings, plans, blue prints and circuit diagrams which they publish, have reduced the number of pages per issue.

New reading matter has been found to replace the old. Foreseeing in the early days of the war that an increased demand for maintenance and repair would follow reduction in the output of new products at a moment when manufacturers would be finding it increasingly difficult to provide this service, the Industrial Press set themselves the task of collecting, sorting and publishing information on work of this description. It is not unusual to find pages from technical journals posted in the factories to inform executives or foremen about some process or machine. Furthermore the journals give individual guidance through the post, putting readers in touch with new sources of supply, advising on substitutes, suggesting alternative designs and acting as a clearing house for orders.

The industrial Press also takes advantage of Government facility visits to munition production plants, shipyards, stores, etc., and publishes specialised information on current industrial organisation and processes.

As a result of the dispersal of industry and the call-up of men to the Forces, they give more space than was their pre-war practice to items of personal news.

One of their most important functions has been and still is the reporting and interpretation of Government regulations. In addition to condensing Statutory Orders into concise statements easily understood by the industry concerned, they have exercised their freedom to make responsible and constructive criticism, as a result of which modifications in the original rulings have often been made, to the advantage of the trade and war production generally. On this subject, the principal of a large group of British industrial journals said early in 1943 "In disseminating this essential news to manufacturers, wholesalers and retailers concerned, the trade Press has performed, in a most economical manner, a service which has helped materially in the efficient organisation of trade and industry under war conditions. One can go further and say that the Ministries are using the trade Press as the only practical means of circulating certain vital information."

The standard of trade and technical advertising has improved in war time as many of the big advertising agencies have turned their attention to these accounts in view of the enforced decline in general Press advertising. The industrial Press may and does still carry the same proportion of advertising to editorial as obtained before the war. Those Government Departments that are concerned with Industry—Supply (Salvage Board), Production and the Board of Trade especially are consistent users of advertising space in the industrial Press.

The Small Newspaper

The main peace-time function of provincial weekly newspapers, including those with under 10,000 circulation, was the full and accurate publication of local news. It was through the impartial record presented to them by the small newspapers that millions of the inhabitants of Britain were kept informed of the day-to-day events, trends of opinion and developments in the particular district or community in which they lived.

Through the war the small newspapers have continued to provide this essential service, which has gained in importance with the movements of industrial populations and the drafting overseas of local men and women. Copies are dispatched to other parts of the country and to the overseas battle areas where they have served as a welcome link with home.

The local weekly newspapers have also played their part in translating Government Orders and pronouncements into the form most useful to their own locality. For instance, when a weekly newspaper covers an agricultural area, it would ensure that local farmers and others interested would know what effect these Orders would have upon their particular industry,

The restriction on newsprint consumption has, as with the daily Press, meant the issue of fewer-paged papers. A small number of weeklies have cut their editions to 4 pages, the majority publish 8.

The necessity of maintaining the volume of local news, of which advertisements such as births, marriages, deaths, local auction sales, Local Government notices, etc., would be considered a part, has resulted in a reduction in the number of articles published. When these features do appear, they are assessed more on their usefulness to the community—hints to housewives in dealing with food problems; hints to farmers in overcoming war-time difficulties—than on their entertainment value.

A larger proportion of advertising space in the provincial papers is devoted to classified than to any one class of display advertising. A survey published in *The Wartime Trading Bulletin* No. 94 taken from the findings of the American journal *Editor and Publisher* stated that close examination of 37 provincial papers chosen at random revealed that classified advertisements accounted for 31.5% of advertising space. Household stores were second with 14.4%; patent medicines third with 10.5% and the Government fourth with 9.6%. The papers used in the examination averaged 6 to 7 pages and half their content was assessed as editorial.

Distribution of the small weekly newspaper has been little affected by war-time transport conditions. The lighter and smaller paper has automatically reduced the space required on the trains. Where vans are used, a petrol allowance is made to the newspaper by the local Petroleum Officer. In cases where dispute over the quantity allowed arises, the Newspaper Society acts for the paper and a satisfactory arrangement is usually concluded.

The mobilisation of manpower for the armed forces and for industry has caused real difficulty in some cases amounting to hardship to the small newspapers. A questionnaire issued March 1942 to some 130 provincial newspapers revealed that 80 weeklies had only one man remaining in at least one department and that 58 would have to close down if they lost more men. None have

in fact ceased to appear, but the majority are being published by men over military age, with the aid of men returned from retirement, the medically unfit and boys and girls below military age. In one case, for instance, where the whole of the pre-war staff of a small weekly newspaper had left, the proprietor-editor acted as his own reporter, proof-reader, lending a hand correcting galley proofs and making up the pages. His printing staff consisted of one youth aged 18, one aged 17, three aged 15 and one aged 14.

Fleet Street in the Blitz

The offices of many London and provincial newspapers were destroyed or damaged during the raids of 1940 and 1941. But only one paper missed publication and that for a single issue only.

The London papers had planned to continue production in the provinces if the metropolis became untenable, but none were forced to adopt this expedient. The arrangements for the use of local alternative plants, made before the war, generally sufficed to maintain uninterrupted output and distribution. When these failed through enemy action, improvisation and co-operation within the industry kept the record unbroken. The case of the *News Chronicle* is a good illustration. On the night of May 10, 1941, the Bouverie Street premises of this paper were completely bombed out. Its alternative plant at Commercial Wharf had been wrecked on a previous raid and its plan to continue production with *News of the World* facilities could not be put into effect due to a delaying fire in that building. Transfer was therefore made to another quarter—Allied Newspapers—where ten presses were made immediately available. As a result the *News Chronicle* continued to appear without any notice being given or the public in general becoming aware of the change of source.

Interference with news distribution through the breakdown of telephonic communication between Fleet Street and the provinces was minimised by action taken at the Ministry of Information—and the Central Telegraph Office—both of which were able to organise speedy alternative arrangements. After the raid on the night of May 10, 1941, many agencies and the employees of several newspapers took up temporary quarters at one or other of these institutions to re-establish contact with their country connections.

The chief damage in the Fleet Street area was done on two nights.

The first was December 29, 1940, when St. Bride's Church "the Cathedral of Fleet Street" was gutted, when Paternoster Row (the great centre of publishing) was destroyed and advertising agents, printers and other business houses associated with the area had their premises burnt out or seriously damaged. The actual newspaper buildings were less affected, although fires got out of control at the London office of the Associated Press, slight damage was caused by incendiaries at the *Daily Telegraph* offices and the building of the *Daily Express* was hit by fire bombs.

The second was May 10, 1941, when in addition to the destruction of the old *Daily News* building in Bouverie Street and the old *News of the World* building across the way, the upper portion of Shoe Lane containing the premises of the *Morning Advertiser* and the *Leader*, the building housing the

World's Press News, the *Advertising World*, Conde Nast (covering *Vogue* and *Stitchcraft*) and other publications were burnt out. The Odhams Press premises which had been used for printing the *Daily Herald* and *The People* until the reduction in newspaper sizes were severely damaged, as was Salisbury Square House, where the Newspaper Society has a suite of offices.

Provincial newspapers had made similar "alternative accommodation" arrangements to those made by the London Press, and the offices and machines of newspapers in neighbouring towns were made available under this plan to air-raid victims. The case of the *South Wales Argus* in Newport, Monmouthshire, shows the extent of organisational efficiency and adaptability called for by such switch-overs. After an air raid on Cardiff, March 1941, which resulted in the forced evacuation of the premises of the *Western Mail* (morning) and the *South Wales Echo* (evening), where, in addition, the *South Wales Evening Post* was being produced for Swansea due to an earlier raid on that city, the offices of this Newport paper produced three evening papers and one morning, i.e. the whole of the daily Press in South Wales, in less than 20 hours. Two of the evening papers had to be edited in the same room, put into type on the same battery of machines, moulded with the same stereotyping machinery and printed in the same machine belt.

The production of newspapers in the provinces during air raids was further complicated by damage done to public utility services, e.g., gas, water, electricity. After the raid on Bristol, November 1940, the *Western Daily Press* brought out a freak issue—a 7-column single sheet printed on one side only—without the aid of electricity or gas, on a flat-bed machine. The *Bristol Evening Post* produced its first edition of 20,000 copies on 5 Gestetner Commercial Duplicating machines, subsequent editions being produced in offices outside the city.

Advertising in War Time

(I) General

The British Press has for many years depended on commercial advertising revenue to cover a large proportion of its costs. This additional source of income has enabled it to keep up to a required standard, while maintaining its freedom both from Government control and the secret subvention of political parties or private interests.

Partly for this reason and partly because the Government from the outbreak of war recognised the necessity for reasonable advertising expenditure—on February 3, 1942, the Chancellor of the Exchequer said in answer to a question in the House of Commons that the allowance or disallowance of expenditure on advertising is determined by the same rules as apply to other items of expenditure and that he saw no reason for introducing any differential treatment—Press advertising was permitted to continue, when all other media were practically abolished through successive Paper Control Orders. But it has been severely curtailed owing (1) to the shortage of paper, (2) to the discouragement of all unnecessary expenditure and activities not directly connected with the war effort.

(II) *Space*

For the first 2½ years of war the amount of advertising space in the Press was the concern of the individual newspapers, who could make what allocations they liked with the paper at their disposal. But in March 1942 Paper Control (No. 48) Order was issued requiring every newspaper and periodica to restrict its advertisements as follows :

Morning newspapers	...	...	...	...	40% of space
Sunday newspapers	...	...	...	...	40% of space
Evening newspapers	...	...	...	...	45% of space
Weekly, bi-weekly, tri-weekly newspapers	...	...	...	...	55% of space
Any other newspaper (including local sheet bearing the form of a newspaper)	...	...	...	...	55% of space
News bulletins, magazines or periodicals	...	...	...	...	the average percentage which advertising bore to other matter for the year ended August 31, 1939.

The number of consecutive issues from which the permitted percentage of advertising matter was to be ascertained was : morning newspapers—24 ; Sunday newspapers—13 ; evening newspapers—24 ; weekly, bi-weekly and tri-weekly—13 ; all others the number of issues printed in the four months July-October 1941, or in any succeeding four-monthly period.

No maximum percentage of the total space to be used or assigned for advertising matter in any one issue was stipulated, except in respect of weekly, bi-weekly or tri-weekly newspapers, for which a maximum was fixed at 66⅔.

In the event, daily newspapers have rarely availed themselves of the maximum space allowed—The *Daily Mirror* for instance averaged, in 1938, 28 columns of advertisements daily—under the Paper Control Order it could still allocate 10-12 columns to this purpose. Its 1943 average is in fact 7 columns. Generally speaking, the peace-time 1 : 2 ratio of all advertisements to reading matter is now reduced to about 1 : 3.

(III) *Shift in Media*

The differential ration of advertising space has led to a shift of advertising between the various categories of the Press. The following table for 170 categories of branded goods shows (a) a steady decline between 1938-1942 of advertising expenditure in the London morning and evening and the National Sunday papers, (b) an increase from 1941 onwards in the case of technical and trade journals, (c) a similar trend in 1942 for magazines and provincial papers.

* Type of paper	Expenditures				
	1938	1939	1940	1941	1942
	£	£	£	£	£
London morning newspapers	7,500,000	6,385,000	4,240,000	2,500,000	2,285,000
London evening newspapers	1,000,000	800,000	460,000	300,000	290,000
National Sunday papers	2,320,000	2,100,000	1,700,000	1,200,000	1,000,000
Technical journals	530,000	440,000	215,000	225,000	234,000
Trade journals	420,000	335,000	226,000	235,000	265,000
Provincial dailies	3,650,000	2,900,000	2,125,000	1,800,000	1,875,000
Weekly newspapers	1,140,000	960,000	650,000	620,000	760,000
Magazines	4,100,000	3,750,000	3,065,000	2,560,000	2,685,000

(IV) *Individual Advertisements*

The limitations on general advertising space have been accompanied by a cutting down by the newspapers themselves of the space allowed to individual advertisers. In many cases the maximum space per advertisement for commercial display now allowed is 4-inch by 2-inch columns or 5½-inch by 2-inch columns, depending on the size of the sheet, though the Government campaigns are allowed to exceed these limits in special cases.

The disadvantage from the advertisers' point of view of this size restriction is to some extent mitigated by the fact that the reduced number of advertisements in smaller-sized papers increases the prospective reader's state of attention.

(V) *Revenue*

The ratio of newspapers' revenue from advertising and circulation respectively is now 25% to 75% compared with a pre-war revenue of 47% to 53%. Gross revenue of display advertising, including Government, trade and financial advertisements, has dropped by over 50% since the outbreak of war. The following table gives the figures between 1938 and 1942 :

*1938	...	...	...	...	£28,500,000
1939	...	...	...	...	£24,250,000
1940	...	...	...	...	£17,000,000
1941	...	...	...	...	£13,250,000
1942	...	...	...	...	£13,000,000

NOTE : Figures marked * are approximations arrived at from tables published in the *Statistical Review*—a quarterly containing Estimated National Press Expenditure throughout Great Britain, based on an actual reading of the Press and compiled at scale rate.

Examination of 170 groups of branded products over the same period showed a similar decline of 54%. But certain variations were apparent in different classes of goods. In money value, medicinal advertisements contracted least with 27% compared with 44% for household stores; 46% for food and drink; 51% for toilet and beauty preparations; 55% for wearing apparel; 73% for motoring and cycling; 79% for radio, musical instruments, etc., and 83% for household equipment and smoking.

The first sign of a general reversal of the downward trend appeared in the opening quarter of 1943, when there was an average increase in expenditure on advertising of .04% on the corresponding quarter of 1942. (The last six months of 1942 had registered a slowing down in the drop—the total decline being only 5.86% over the corresponding period in 1941 and the number of active advertisers rising to 3,057 as compared with 2,599 in 1941). The upward curve was maintained during the second and third quarters of this year, the percentage increases over expenditure in the corresponding periods last year being 3.38% and 3.85% respectively.

(VI) Rates

Display advertising rates have generally increased between 20% and 50% as illustrated by the following comparative figures.

	1939	1943
<i>News Chronicle</i>		
S/c inch	£4 12 6	£8 15 0
Per col. inch per 1,000	83d.	1.75d.
<i>Star</i>		
S/c inch	£3 0 0	£4 7 6
Per col. inch per 1,000	1.47d.	2d.
<i>Daily Express</i>		
Price per inch	£6 10 0	£9 0 0
Per inch per 1,000	61d.	86d.
<i>Sunday Express</i>		
Price per inch	£5 10 0	£7 10 0
Per inch per 1,000	85d.	1.10d.
<i>Evening Standard</i>		
Price per inch	£4 10 11	£6 5 0
Per inch per 1,000	2.7d.	3.04d.

(VII) War-time Changes in Technique and Copy

Restrictions on space as this affects the individual advertisements have caused certain technical changes in presentation. The use of "continuity" advertising is, for instance, precluded. The tendency to confine display advertisements to the "poster" type, which was the reaction of many advertisers in the early days was not kept up. The majority today have learnt the art of presenting their case in miniature.

Many advertisers have solved the problems of prestige advertising by linking their copy to Government campaigns. In this way, they keep the name of their product before the public eye without risk of causing annoyance by recommending goods in short supply. Thus Dunlops urge the care of tyres ; Lever Brothers explain how stockings may be washed "without Lux" ; the Saxeone Shoe Company give details of the preservation of shoes in support of the "Make Do and Mend" campaign. Others have presented their space to the Government with a public statement to that effect. An example is the provision of space by the Brewers' Society for the Ministry of Information's "What Do I Do?" campaign.

(VIII) *Government Advertising*

State advertising in the Press is not entirely a war-time measure. Before 1939, several Departments, notably the General Post Office, had availed themselves of the publicity methods offered by advertising to further departmental ends. War-time developments have been mainly in the fields of co-ordination and growth.

Peace-time campaigns were run independently of each other, Treasury control applying to finance only and not to method. But in 1938 a central control was planned to come into operation on the outbreak of war. The general scheme laid down was that any State Department which considered that publicity would help in the solution of its problems should approach, through its Public Relations branch, the Ministry of Information and state its case. The prospects would be examined from both a publicity and a war policy point of view, and if the Ministry approved of them it would seek financial sanction from the Treasury. When this was obtained the Ministry would manage the campaign, acting for the "client" Department concerned and place accounts with selected advertising agencies in the same way as other Government contracts are handled.

No Government Department was obliged to patronise this central organisation, but by August 1942 all except two were under Ministry of Information management.

The two exceptions were the National Savings Committee and the Ministry of Food. The National Savings Committee had run a continuous advertising campaign since 1918 and it was found convenient to continue the routine of its handling. The Ministry of Food jumped into its advertising stride quickly on the outbreak of war, having made far-reaching plans for the management of its campaign. Both Departments are directly responsible to the Treasury, coming under Ministry of Information jurisdiction only on questions of censorship and morale policy and relying upon the Ministry of Information for the appointment of its advertising agencies and the co-ordination of the purchase of its advertising space.

This co-ordination—which allots an agreed priority to the campaigns of the various Departments—was put into operation at the request of the newspapers themselves, who found difficulty in accommodating the Departmental and Commercial quarts in the pint pot of advertising space. It is sensitive to the needs of Government policy as a whole and balances the urgency of

Recruitment for Nurses against the need for Salvage ; or the wisdom of Diphtheria Immunisation against the announcement of a new rate of Clothing Coupons.

Advertising agencies are appointed on the recommendation of an Advisory Committee to the Ministry of Information and are allotted the contract for a given expenditure within a given period. No agency is appointed in perpetuity, nor to handle all the advertising emanating from one Department.

Total Government expenditure on advertising from March 1940-October 1943 is estimated at £6,408,290, approximately 11% of the total advertising expenditure for that period. The highest quarterly expenditure was reached in the last three months of 1942 when 30 Departments spent £643,950 ; the lowest in the second quarter of that year when 28 Departments spent £353,616. The number of Departments engaged in advertising campaigns reckoned quarterly varies between 20 and 34. The highest single expenditure has been by the National Savings Committee, whose total outlay has been over £1½ million. Other heavy spending Departments have been Ministry of Food which has spent over £1,420,000; Ministry of Fuel, which between September 1939-1943 spent £627,710 ; Ministry of Labour £531,673 ; Ministry of Agriculture £475,976 ; Board of Trade £243,754 ; Ministry of Home Security £214,807 ; Ministry of Supply £153,154.

The Government is allowed an extra 2½% discount on the ordinary space rates for its advertisements—a war-time arrangement only, but newspapers have as much right to refuse Government copy as that of commercial firms. The only other privileges accorded to the Government is the allowance of greater space per advertisement than the commercial maximum—and a greater frequency of insertion. A frequent size is 8-inch by 2-inch columns, while it is not unusual to find a Government advertisement of 11-inch by 2-inch columns and even 11-inch by 3-inch columns if the occasion is considered of paramount importance. Half-pages were used in the original fuel target advertisements, and in the explanation of the effect of the "Call-up" on women.

It is usual to find a number of different official campaigns in the same newspaper, since Administrative measures, which require explanation, cannot wait their turn but must go out "as news." Recent statistics showed that in one 3-monthly period of 1942, the Government used 7.5% of the total advertising space in *The Times* ; 10% in the *Daily Telegraph* ; 11% in the *Daily Express* ; 10% in the *Daily Mail* ; 15% in the *Evening News* ; 15% in the *Daily Sketch* ; 27% in the *Sunday Times* ; 26% in *The People* ; 24% in the *News of the World* and 29% in the *Sunday Express*.

APPENDIX A. Newspaper Ownership

There are 6 newspaper concerns in Great Britain which might be called Trusts in the loose sense that they are combines, controlled by financial corporations or "chains" which have no particularly local basis. These with the number of newspapers they control are :—

Associated Newspapers (Rothermere) controlling two national newspapers, 1 London evening, 10 provincial evenings in 9 towns, and 8 weeklies.

Kemsley Newspapers controlling 5 national newspapers and 13 provincials (5 mornings, 6 evenings and 2 Sundays in 6 towns).

Westminster Press Newspapers controlling 13 provincials (4 mornings, 8 evenings and 1 Sunday in 8 towns) and 22 weeklies.

Express Newspapers Limited (Beaverbrook) controlling 2 nationals (1 morning and 1 Sunday), 2 provincials (1 morning and 1 evening) and 1 London evening.

Provincial Newspapers Limited controlling 4 provincial evenings in 4 towns, and 7 weeklies.

Portsmouth and Sunderland Newspapers controlling 3 provincial evenings in 3 towns.

(The last two named are by comparison small concerns, included because their properties are not on a local basis. *Southern Newspapers Ltd.* are not included as a Trust because although they own 3 provincial papers in 3 towns, these are all within a comparatively small area in the same district.)

APPENDIX B. Numbers, Types and Location of Newspapers

There are 128 morning, evening and Sunday newspapers in Great Britain. Of these :

19 are nationals, including 8 mornings and 11 Sundays.

3 are London evenings.

106 are provincials, of which 25 are mornings, 77 are evenings and 4 are Sundays.

There are provincial morning, evening and Sunday papers in 65 towns, in 29 of which there are newspapers controlled by Trusts. In 23 towns, the Trusts have a monopoly. In 9 towns, they control both mornings and evenings, but in 4 of these they face local competition. In 16 towns the only local paper is a Trust evening. There are 4 provincial Sundays in 4 towns, 3 of these are owned by 2 Trusts. Of the 106 provincial papers 60% are independent.

There are 193 towns of 50,000 or more inhabitants in Britain, in one-third of which local dailies or Sundays are produced. The majority of the remaining two-thirds will be "fed" by the nearest local town paper.

There are 788 weekly newspapers—77 of which are produced in Greater London : 711 in the provinces. Almost all are independent, under 40 being Trust controlled. The provincial weeklies are published from 657 centres ; many of them have localised editions in adjacent areas.

APPENDIX C. Newspaper Associations and Agencies

The 3 main newspaper organisations are :—

The Newspaper Proprietors' Association, representing the national newspapers of Britain.

The Newspaper Society, representing the provincial daily and weekly and the London and Suburban weekly newspapers.

The Periodical Trade Press and Weekly Newspaper Proprietors' Association, representing weekly newspapers and magazines in Britain.

In addition, there is the Newspaper Emergency Council—a war-time body acting for the whole British Press.

The chief news agencies are :

The Press Association, a non-profit-making agency for supplying the London and provincial Press with "home" news.

Reuters, controlled by the Press Association and the Newspaper Proprietors' Association, for supplying the Press with world news.

Exchange Telegraph, dealing in world and home news.

British United Press, the British subsidiary of the United Press of America.

Associated Press of Great Britain, the British subsidiary of the Associated Press of America.

Overseas journalists in London are organised in :

The Empire Press Union and the Overseas Empire Correspondence Association, The E.P.U. is a Union of Empire newspaper proprietors; the O.E.L.C. of Empire newspaper personnel on the Overseas Empire London offices.

The Association of American Correspondents.

The Foreign Press Association.

APPENDIX D. The Newsprint Supply Company

The Company was first established in May 1940. It has a board of 12 directors, consisting of one member from each newspaper concern which subscribed to the original guarantee fund of £1,200,000. Nine represent the London Press, two the provincial Press of England and Wales and one the Scots Press.

It is an entirely non-profit-making Company, working for the good of the industry as a whole. No single paper receives special benefits, nor do the Articles of Association provide for any distribution in the way of dividends.

Its functions are :

- (1) to allocate newsprint supplies, both home produced and imported, on an equitable and economic basis. This part of the work is carried out by a representative Rationing Committee, on which the Newsprint Controller and a representative of the Home Mills also sit;
- (2) to fix and equalise prices of newsprint;
- (3) to import newsprint from overseas markets. The negotiation of long-term contracts with Canadian and Newfoundland mills has involved not only the use of the ships owned by the mills, but the purchase of additional ships by the Company. Some of them have been placed, at critical periods, at the disposal of the Government for the transport of goods other than newsprint;

- (4) to advise newspapers all over the country in regard to their dispersal arrangements so that these can be made as efficient and effective as possible. This is undertaken by the Dispersal Committee, a body of experts who also undertake the finding of alternative accommodation when the storage site chosen by a newspaper is requisitioned by the Government. The most favourable method of storage has been found to be in fields—reels piled on concrete slabs and covered with tarpaulin.

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MINISTRY OF INFORMATION

SPECIMEN OF BRITISH WAR
LITERATURE SUPPLIED FOR
RECORD PURPOSES ONLY.

THE SERVICES HANDBOOK

N.B.—This document is not intended for textual reproduction, but simply for reference purposes. In using this document readers are asked to bear in mind the date of issue.

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INTRODUCTORY NOTE

This compendium of factual and statistical information has been produced from reference material such as official statements and publications. *This handbook is not intended to be exhaustive*, but is designed to supplement general background information on Service matters.

In this issue the details have in general been revised so far as available to 31st December, 1943. In some cases, however, later facts and figures have been included.

*Reference Division,
Ministry of Information.*

9th March, 1944.

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HIS MAJESTY KING GEORGE VI

ADMIRAL OF THE FLEET

FIELD-MARSHAL

MARSHAL OF THE ROYAL AIR FORCE

THE ROYAL NAVY

"It is upon the Navy, under the good providence of God, that the wealth, safety and strength of the Kingdom do chiefly depend."

Sea-power

"It is the British Navy that has thwarted me at every turn."
(Napoleon.)

Sea-power means the power to use effectively the sea-routes necessary for our own purposes, while denying a similar advantage to the enemy; and it is the task of the Navy to obtain and maintain this effective control of the sea by destroying or immobilising the enemy's fleet.

At any one time there are never less than 600 warships at sea keeping open 80,000 miles of trade routes.

"Never in our history have British sea traditions been more worthily exemplified than in the gallant, loyal and dogged endurance of the officers and men of the Royal Navy. This is in spite of the fact that the expanded manning of the Fleet during the last two years and a half by as much as three or four times its peace strength has called into sea service hundreds of thousands of young civilians from all sections of the nation. This has been a more rapid expansion than in any previous war." (A. V. Alexander, 26.2.42.)

"We are a people with the sea in our blood, and we could not meet to-day at a great conference like this without paying a tribute to the Royal Navy and the Merchant Marine. Not only in the last six months, but throughout the whole period of this war the Royal Navy has fulfilled its time-honoured task of keeping open the ocean routes upon which all else depends. Methods of attack in war develop and alter. In the last war it was U-boats and the convoy system; in this war it is air attack in relation to U-boats. But the fundamental importance of the control of the sea to the whole conduct of war is unchanged and unchangeable." (Anthony Eden, 20.5.43.)

NAVAL APPOINTMENTS

(as on 9.3.44).

BOARD OF ADMIRALTY

First Lord

The Right Hon. A. V. ALEXANDER, C.H., M.P.

First Sea Lord and Chief of Naval Staff

Admiral of the Fleet Sir Andrew B. CUNNINGHAM, Bart., G.C.B., D.S.O.

Second Sea Lord and Chief of Naval Personnel

Vice-Admiral Sir Algernon U. WILLIS, K.C.B., D.S.O.

Deputy First Sea Lord

Admiral Sir Charles E. KENNEDY-PURVIS, K.C.B.

Third Sea Lord and Controller

Vice-Admiral Sir William F. WAKE-WALKER, K.C.B., C.B.E.

Fourth Sea Lord and Chief of Supplies and Transport

Fifth Sea Lord and Chief of Naval Air Equipment

Rear-Admiral Denis W. BOYD, C.B., C.B.E., D.S.C.

Vice-Chief of Naval Staff

Vice-Admiral Sir E. Neville SYFRET, K.C.B.

Assistant Chiefs of Naval Staff

Rear-Admiral John H. EDELSTEN, C.B.E.

Rear-Admiral W. R. PATTERSON, C.B., C.V.O.

Acting Rear-Admiral R. M. SERVAES, C.B.E.

Rear-Admiral Eric J. P. BRIND, C.B.E.

Rear-Admiral R. H. PORTAL, D.S.C. (Air).

Parliamentary Secretary

Lord BRUNTISFIELD, M.C.

Financial Secretary

J. P. L. THOMAS, Esq., M.P.

Civil Lord

Captain R. A. PILKINGTON, M.C., M.P.

Controller of Merchant Shipbuilding and Repairs

Sir James LITHGOW, Bart., M.C., T.D.

Permanent Secretary

Sir Henry V. MARKHAM, K.C.B., M.C.

NAVAL APPOINTMENTS.—1. HOME

Naval Secretary to the First Lord

Rear-Admiral C. H. J. HARCOURT, C.B., C.B.E.

Admiral Commanding Reserves

Rear-Admiral John G. P. VIVIAN, C.B.

Deputy Controller and Director of Naval Equipment

Rear-Admiral Charles E. B. SIMEON, C.B.

Chief of Naval Information

Admiral Sir William JAMES, G.C.B.

Director of Signal Department

Rear-Admiral L. V. MORGAN, C.B.E., M.V.O., D.S.C.

Director of Personal Services

Rear-Admiral H. R. G. KINAHAN, C.B.E.

Director of Naval Intelligence

Commodore E. G. N. RUSHBROOKE

G.O.C. Royal Marines

Lieut.-General Sir Thomas L. HUNTON, K.C.B., M.V.O., O.B.E.

Home Fleet—C.-in-C.

Vice-Admiral Sir Bruce A. FRASER, G.C.B., K.B.E.

Second-in-Command, and V.A. Commanding 2nd Battle Squadron

Vice-Admiral Sir Henry R. MOORE, K.C.B., C.V.O., D.S.O.

Flag Officer Submarines

Rear-Admiral C. B. BARRY, D.S.O.

Plymouth—C.-in-C.

Admiral Sir Ralph LEATHAM, K.C.B.

Portsmouth—C.-in-C.

Admiral Sir Charles J. C. LITTLE, G.B.E., K.C.B.

Rosyth—C.-in-C.

Admiral Sir Wilbraham T. R. FORD, K.C.B., K.B.E.

Rosyth Dockyard—Admiral Superintendent

Rear-Admiral C. CANTLIE, C.B., D.S.O.

Belfast (H.M.S. Caroline)

Rear-Admiral C. H. KNOX-LITTLE

Belfast (Flag Officer in Charge)

Rear-Admiral R. H. L. BEVAN, C.B., D.S.O., M.V.O.

The Nore—C.-in-C.

Admiral of the Fleet Sir John C. TOVEY, G.C.B., K.B.E., D.S.O.

Western Approaches—C.-in-C.

Admiral Sir Max K. HORTON, K.C.B., D.S.O.

Orkneys and Shetlands—F.O.C.

Admiral Sir Lionel V. WELLS, K.C.B., D.S.O.

Tyne—F.O. i/c

Rear-Admiral W. G. C. MAXWELL, C.M.G.

Dover—Vice-Admiral

Vice-Admiral Sir Henry D. PRIDHAM-WIPPELL, K.C.B., C.V.O.

2. ATLANTIC

Africa Station—C.-in-C.

Vice-Admiral Sir Wm. E. C. TAIT, K.C.B., M.V.O.

West Africa—F.O.C.

Vice-Admiral H. B. RAWLINGS, C.B., O.B.E.

Gibraltar

Vice-Admiral Sir Harold M. BURROUGH, K.B.E., C.B., D.S.O.

3. MEDITERRANEAN AND RED SEA

Mediterranean—C.-in-C.

Admiral Sir John H. D. CUNNINGHAM, K.C.B., M.V.O.

Malta—F.O. i/c

Vice-Admiral L. H. K. HAMILTON, C.B., D.S.O.

Alexandria—Rear-Admiral

(Acting) Rear-Admiral George H. CRESWELL, C.B., D.S.O., D.S.C.,
A.D.C.

Red Sea Force—Senior Officer

Rear-Admiral J. W. A. WALLER.

4. FAR EAST AND PACIFIC

Supreme Commander, S.E. Asia

(Acting) Admiral the Lord Louis MOUNTBATTEN, G.C.V.O., D.S.O.,
A.D.C.

Commander-in-Chief—Eastern Fleet

Admiral Sir James F. SOMERVILLE, K.C.B., K.B.E., D.S.O.

Flag Officer—Ceylon

Rear-Admiral R. S. G. NICHOLSON, D.S.O., D.S.C.

Australia—Chief of Australian Naval Staff

Admiral Sir Guy C. ROYLE, K.C.B., C.M.G.

Rear-Admiral Commanding H.M. Australian Squadron

Rear-Admiral V. A. C. CRUTCHLEY, V.C., D.S.O.

5. MISCELLANEOUS

Sea-going Commands

Vice-Admiral A. F. E. PALLISER, C.B., D.S.C.

Rear-Admiral Clement MOODY, C.B.

Rear-Admiral A. W. La T. BISSET.

Rear-Admiral Wm. G. TENNANT, C.B., M.V.O.

Rear-Admiral Sir Philip L. VIAN, K.B.E., D.S.O.

Vice-Admiral Sir Arthur J. POWER, K.C.B., C.V.O.

Rear-Admiral F. H. G. DALRYMPLE-HAMILTON, C.B.

Cruiser Squadrons

Vice-Admiral Sir Robert L. BURNETT, K.B.E., C.B., D.S.O.

Rear-Admiral Arthur D. READ.

Rear-Admiral J. M. MANSFIELD, D.S.C.

Shore Appointments Abroad

Vice-Admiral Sir Alban T. B. CURTIS, K.C.B.

Rear-Admiral C. S. HOLLAND.

Rear-Admiral R. R. McGRIGOR, C.B.

Vice-Admiral A. M. PETERS, C.B., D.S.C.

Vice-Admiral H. B. RAWLINGS, C.B., O.B.E. (West Africa).

Rear-Admiral R. SHELLEY, C.B.E.

Shore Appointments

Vice-Admiral Sir Arthur L. St. G. Lyster, K.C.B., C.B.E., C.V.O.,
D.S.O. (at home).
Rear-Admiral J. G. Crace, C.B.
Rear-Admiral H. T. Baillie-Grohman, C.B., D.S.O., O.B.E.
Rear-Admiral C. E. Morgan, D.S.O.

Principal Naval Liaison Officer to Allied Navies

Vice-Admiral Edward L. S. King, C.B., M.V.O.

Allied Naval Commander-in-Chief under General Eisenhower

(Acting) Admiral Sir Bertram Ramsay, K.C.B., M.V.O.

Senior Canadian Flag Officer, Overseas

Vice-Admiral Percy W. Nelles, C.B., R.C.N.

Senior Canadian Naval Officer, London

Captain F. Houghton, R.C.N.

Head of British Admiralty Delegation in Washington

Admiral Sir Percy L. H. Noble, G.B.E., K.C.B., C.V.O.

GROWTH OF ROYAL NAVY (PERSONNEL)

In 1939 the personnel of the Royal Navy numbered about 133,000.

In November, 1941, Mr. A. V. Alexander stated that since the beginning of war the personnel of the Fleet had been expanded by nearly 300 per cent.

In September, 1942, Vice-Admiral Sir William Wake-Walker said :
" There are five times as many men in the Navy as we started with and they are all in ships."

THE ROYAL NAVAL VOLUNTEER RESERVE

The number of R.N.V.R. officers is $2\frac{1}{2}$ times the number of Royal Navy officers and five times the number of R.N.R. officers.

There were over 2,000 R.N.V.R. officers in individual commands in December, 1943. Twenty-one R.N.V.R. officers are in command of destroyers, nearly 50 are in command of frigates and corvettes, and over 900 units of coastal forces are commanded by R.N.V.R. officers.

In the Home Fleet at least 60 per cent. of the officers are R.N.V.R.

STRENGTH OF THE BRITISH EMPIRE NAVIES (1939)

				<i>Built</i>	<i>Building</i>
Battleships	...	...	...	15	9
Aircraft carriers	...	...	...	7	6
Cruisers	...	...	...	62	25
Destroyers	...	...	...	185	47
Submarines	...	...	...	58	?

NEW NAVAL CONSTRUCTION

While actual production figures are not available, the following points give some idea of what has been accomplished since the outbreak of war.

In 12 months ended 31st March, 1941, 480 warships (large and small) were completed—more than five times as many as in any year since the beginning of the naval rearmament programme.

The total of naval tonnage completed in the last quarter of 1941 was four times as much as in the last quarter before the war.

The Royal Navy's losses in capital ships, aircraft carriers and cruisers in the last 2½ years (up to October, 1942) have been replaced. The number of destroyers lost has been more than replaced and a whole fleet of corvettes (over 200) has been built up. Hundreds of landing craft have also been built.

"The number of warships, from trawlers, fleet minesweepers and corvettes up to the largest types, completed since the outbreak of war in British shipyards here and overseas now reaches a total of over 900. In addition to new naval construction a great number of merchant ships have been converted to auxiliary warships." (A. V. Alexander, 3.3.43.)

"Naval shipbuilding is still expanding. In 1943 the completion of major vessels . . . will total no fewer than 170. Over 2,000 naval vessels of all types will be completed." (Oliver Lyttelton, 19.11.43.)

LIST OF SOME TYPES OF BRITISH WARSHIPS

(Source : Jane's "Fighting Ships")

<i>Battleships.</i> (King George V Class).	<i>6" Gun Cruisers</i> (Mauritius Class).
Displacement : 35,000 tons.	Displacement : 8,000 tons.
Complement : 1,500.	Complement : —
Speed : Over 30 knots.	Speed : 33 knots.
Guns : 10-14 inch.	Guns : 12-6 inch.
16-5.25 inch.	8-4 inch A.A.
4 multiple pompoms.	16 smaller.
Several smaller.	(Arethusa Class).
Aircraft : 4. Catapult : 1.	Displacement : 5,220-5,270 tons.
<i>Aircraft Carriers</i> (Illustrious Class).	Complement : 450.
Displacement : 23,000 tons.	Speed : 32.25 knots.
Complement : 1,600.	Guns : 6-6 inch.
Speed : 31 knots.	8-4 inch A.A.
Guns : 16-4.5 inch (dual purpose).	2-3 pdr.
	7 smaller.
<i>8" Gun Cruisers</i> (County Class).	<i>Destroyers</i> (Javelin Class).
Displacement : 9,830-10,000 tons.	Displacement : 1,690 tons.
Complement : 650-679.	Complement : 183.
Speed : 31.5-32.25 knots.	Speed : 36 knots.
Guns : 8-8 inch, 50 cal.	Guns : 6-4.7 inch.
8-4 inch A.A.	1-4 inch A.A.
18-20 smaller.	6 smaller.

(Hunt Class).

Displacement : 904 tons.

Complement : —

Speed : 27.5 knots.

Guns : 4-4 inch A.A.

8 smaller.

(Tribal Class).

Displacement : 1,870 tons.

Complement : 190.

Speed : 36.5 knots.

Guns : 8-4.7 inch.

7 smaller.

(Hero Class).

Displacement : 1,340 tons.

Complement : 145.

Speed : 36 knots.

Guns : 4-4.7 inch.

1-3 inch A.A.

6 smaller.

(Echo Class).

Displacement : 1,375 tons.

Complement : 145.

Speed : 36 knots.

Guns : 4-4.7 inch.

1-4 inch A.A.

6 smaller.

Submarines (Trident Class).

Surface Displacement : 1,090 tons.

Complement : 53.

Surface Speed : 15.25 knots.

Underwater Speed : 9 knots.

Torpedo Tubes : 10-21 inch.

(Ursula Class).

Surface Displacement : 540 tons.

Complement : 27.

Surface Speed : 11.25 knots.

Underwater Speed : 10 knots.

Torpedo Tubes : 6-21 inch.

(Severn Class).

Surface Displacement : 1,850 tons.

Complement : 60.

Surface Speed : 22.25 knots.

Underwater Speed : 10 knots.

Torpedo Tubes : 6-21 inch.

SUMMARY OF SOME NAVAL OPERATIONS

1. All Areas except Mediterranean and Far East

- 13.12.39 ... **Battle of the River Plate.** H.M. cruisers *Ajax*, *Achilles* and *Exeter* damaged German pocket battleship *Admiral Graf Spee*, which then put in to Montevideo for repairs. On 17th December *Graf Spee* scuttled herself at the mouth of the river to avoid another fight.
- 16.2.40 ... **The "Altmark" Incident.** H.M. destroyer *Cossack's* rescue of 300 British prisoners from the German naval auxiliary *Altmark* in Josing fiord, Norway.
- 10.4.40 ... **First Battle of Narvik.** H.M. destroyers *Hardy*, *Hotspur*, *Hostile*, *Havock* and *Hunter* versus German destroyers and other vessels. Six enemy supply ships and two destroyers and an ammunition ship were sunk and two more destroyers were seriously damaged and set on fire. British losses were the *Hardy*, which was grounded, *Hunter*, sunk, and *Hotspur* and *Hostile* damaged.

- 13.4.40 ... **Second Battle of Narvik.** H.M. battleship *Warspite* and H.M. destroyers *Icarus*, *Hero*, *Foxhound*, *Kimberley*, *Forester*, *Bedouin*, *Punjabi*, *Eskimo* and *Cossack* versus German destroyers. Nine of the enemy destroyers were sunk and 3 British destroyers were damaged.
- 23-24.5.40 ... **Boulogne Evacuation.** H.M. destroyers evacuated British troops, and naval demolition parties destroyed docks and bridges, etc.
- 27th May–
3rd June, 1940 **Dunkirk Evacuation.** Withdrawal of British, French and Belgian troops from Dunkirk and beaches in the vicinity: 222 British naval vessels and 665 other British craft were engaged in this operation. Over 337,000 troops were safely evacuated. British naval losses were 6 destroyers and 24 other small naval vessels. After the evacuations from Norway and Dunkirk 70 destroyers were in dock for repairs.
- 5.11.40 ... **Atlantic Convoy.** H.M. armed merchant cruiser *Jervis Bay*, escorting a convoy of 38 merchant ships, engaged a powerful German surface raider. The *Jervis Bay* was sunk, but her gallant action enabled 33 ships of the convoy to escape.
- 23-27.5.41 ... **Pursuit and Destruction of the German Battleship "Bismarck."** On 23rd May the *Bismarck* and the cruiser *Prinz Eugen* were sighted by H.M. cruisers *Norfolk* and *Suffolk* in the Denmark Strait. On 24th, H.M. battleships *Hood* and *Prince of Wales* made contact with the enemy. *Hood* received a hit in the magazine and blew up. *Bismarck* was damaged. 24th/25th night, naval torpedo aircraft from H.M. aircraft carrier *Victorious* attacked and scored one hit on *Bismarck*. Contact lost on 25th, but enemy located again on 26th by Coastal Command Catalina. Shadowed by H.M. cruiser *Sheffield* and attacked by naval torpedo aircraft from H.M. aircraft carrier *Ark Royal*, two hits being scored. During night contact made by destroyer force led by H.M.S. *Cossack*, more hits scored with torpedoes. In daylight 27th, *Bismarck* engaged by gunfire of H.M. battleships *King George V* and *Rodney*, and her guns silenced. Finally H.M. cruiser *Dorsetshire* sank her with torpedoes.
- 17-21.12.41 ... **Atlantic Convoy.** Over 30 merchant ships escorted by H.M.S. *Stanley*, *Stork*, *Audacity* and other naval vessels. Attacked by U-boats and long-range enemy aircraft for five days. Only 2 merchant ships totalling 6,193 tons were sunk and two escort vessels. Three U-boats sunk and 2 enemy aircraft destroyed.

- 12.2.42 ... **Channel Battle.** Fleet Air Arm, Coastal and Bomber Command aircraft, destroyers led by H.M.S. *Campbell*, and M.T.B.s attacked German battle-cruisers *Scharnhorst* and *Gneisenau*, cruiser *Prinz Eugen* and number of destroyers, E-boats and other vessels and escorting aircraft in the English Channel. Damage was caused to the three main German ships. British losses were 6 Swordfish aircraft, 20 bombers and 16 fighters. 18 German aircraft were destroyed.
- February, 1943 **Atlantic Convoy.** German U-boats attacked for three days and three nights. Naval escort, including French and American units, and R.A.F. aircraft destroyed at least 2 U-boats and damaged several more.
- 22.9.43 ... **Midget Submarines attack German Battleship "Tirpitz."** Midget submarines penetrated some fifty miles up the Norwegian fiords to attack the *Tirpitz* in Alten fiord. In spite of tremendous obstacles the submarines succeeded in scoring torpedo hits which severely damaged the enemy battleship. Reconnaissance after the attack showed the *Tirpitz* still at the same anchorage surrounded by oil which covered the fiord in that area and extended for more than two miles from her berth. Three midget submarines were lost in this daring exploit.
- 26.12.43 ... **Sinking of German Battle Cruiser "Scharnhorst."** The enemy was first sighted at dawn by the Cruiser Squadron, consisting of H.M.S. *Belfast*, *Norfolk* and *Sheffield*, which was part of the covering force of a North Russian convoy. The cruisers, then to the south-east of Bear Island, opened fire on *Scharnhorst*, which was proceeding at 28 knots in direction of the convoy. The convoy was diverted to the northward. H.M.S. *Norfolk* claimed one hit on the enemy, who turned away. Several hours later *Scharnhorst* again attempted to close the convoy and was once more engaged by the Cruiser Squadron. The enemy then turned south, making for the Norwegian coast. H.M. cruisers and destroyers continued to shadow the *Scharnhorst*, and at 4.15 p.m. H.M. battleship *Duke of York* (supported by cruisers and destroyers), moving up from the south-west, made contact with the enemy. The *Scharnhorst* was hit by fire from *Duke of York* and at once attempted to escape. British forces pursued and H.M. destroyers *Savage*, *Saumarez*, *Scorpion*, with the Norwegian destroyer *Stord*, delivered a torpedo attack, probably scoring three hits and reducing the enemy's speed. Shortly afterwards another destroyer force consisting of H.M. ships *Musketeer*, *Matchless*, *Opportune* and

Virago, also attacked. *Duke of York* then engaged again, and the *Scharnhorst* was set on fire and seen to be lying nearly stopped. H.M. cruiser *Jamaica* delivered final torpedo attack, and *Scharnhorst* sank at 7.45 p.m. about 60 miles north-east of the North Cape. The convoy sustained neither damage nor loss. H.M.S. *Norfolk* and *Saumarez* suffered minor damage.

27/28.12.43 ... **Bay of Biscay Battle.** On 27th Coastal Command aircraft sighted enemy blockade-runner about 500 miles W.N.W. of Cape Finisterre. Attacks were made and the enemy ship was sunk. On 28th, soon after dawn, U.S. Navy Liberator, operating with Coastal Command, sighted 11 German destroyers about 200 miles from scene of previous day's action. H.M. cruisers *Glasgow* and *Enterprise* made full speed to contact the enemy and sighted the German destroyers in the early afternoon. Both cruisers opened fire and a running fight ensued, a number of hits being scored on several of the enemy ships. Coastal Command and U.S.N. aircraft joined in the battle and made a number of attacks. The enemy destroyers split up into several groups in an endeavour to escape. H.M. cruisers pursued a group of 4 enemy destroyers, and a running fight then followed lasting till dusk. During the various engagements 3 enemy destroyers were sunk by gunfire. The remainder escaped, but several of them were damaged. Only minor damage was sustained by H.M. cruisers.

2. Mediterranean and Middle East

19.6.40 ... **H.M. Trawler "Moonstone"** captured Italian submarine *Galileo Galilei* in Gulf of Aden.

9.7.40 ... **Action off Calabria.** This was the first main action against the Italian fleet. The enemy attempted to draw the British forces close in to their coasts to destroy them. This manœuvre failed and the Italian destroyer *Zeffiro* was sunk and minor damage inflicted on other enemy ships.

19.7.40 ... **H.M.A. Cruiser "Sydney"** with destroyer force engaged 2 Italian cruisers N.W. of Crete. One Italian cruiser, *Bartolomeo Colleoni*, was sunk. British forces suffered no loss.

12.10.40 ... **H.M. Cruiser "Ajax,"** during the night, engaged 3 Italian destroyers of *Airone* class 80 miles south-east of Sicily. Two destroyers were sunk outright. Shortly after this *Ajax* encountered 1 heavy Italian cruiser and 4 destroyers. One destroyer, the *Artigliere*, was crippled. H.M. cruiser *York* came up in support, and in daylight next day the damaged destroyer was sighted and sunk.

- 20/21.10.40 ... **British Convoy in Red Sea** attacked by 2 Italian destroyers. Naval escort vessels engaged the enemy, but contact lost in the darkness. H.M. destroyer *Kimberley* at daylight contacted the *Francesco Nullo*, and after 40-minute action the Italian destroyer ran ashore and was blown up by a torpedo from the *Kimberley*.
- 11/12.11.40 ... **Taranto.** Fleet Air Arm attack on Italian naval units in harbour. Two battleships of *Cavour* class and 1 *Littorio* class battleship and 2 cruisers and 2 fleet auxiliaries were very severely damaged and put out of action for several months.
- 27.11.40 ... **West of Sardinia.** H.M. battle-cruiser *Renown* and H.M. aircraft carrier *Ark Royal* and cruisers engaged 2 Italian battleships and a number of cruisers and destroyers. Damage caused to 1 Italian cruiser and 2 destroyers by gunfire from British forces. F.A.A. aircraft attacked with torpedoes and scored hit on *Littorio* class battleship and on cruiser of *Bolzano* class; another cruiser, of *Condottieri* class, was damaged by F.A.A. dive-bombers. H.M. cruiser *Berwick* was slightly damaged.
- 9.2.41 ... **Bombardment of Genoa.** British forces consisted of H.M.S. *Renown*, H.M. battleship *Malaya*, H.M.S. *Ark Royal*, and H.M. cruiser *Sheffield* with light forces. Over 300 tons of shells were fired. F.A.A. Swordfish bombed oil refinery at Leghorn and aerodrome and railway junction at Pisa. Two Italian aircraft were destroyed. One F.A.A. Swordfish was lost.
- 28.3.41 ... **Battle of Cape Matapan.** British forces consisted of 3 battleships, 1 aircraft carrier, 4 cruisers and several destroyers, including some Greek destroyers. Italian forces were 3 battleships, 11 cruisers and 14 destroyers. Result of the action was that 3 heavy Italian cruisers, the *Zara*, *Pola* and *Fiume*, 1 large destroyer, the *Vincenzo Gioberti*, the destroyer *Alfieri*, and 1 small destroyer were sunk. One 6-inch gun cruiser was probably sunk. British forces suffered no damage or loss.
- 15/16.4.41 ... **Italian Convoy** consisting of 5 supply ships and 3 destroyers was annihilated between Sicily and Tripoli by British naval forces. British losses were 1 destroyer.
- 24.4.-1.5.41 ... **Withdrawal of Imperial Troops from Greece.** From night 24th/25th April to 1st May Royal Navy and Merchant Navy evacuated 45 000 men of Army and R.A.F. and also a large number of refugees. British losses were H.M. destroyers *Diamond* and *Wryneck*.

May, 1941 ... **Crete.** Naval operations off the island 20th to 31st May prevented any enemy sea-borne landing in force and inflicted very heavy losses on the enemy. British ships lost were H.M. cruisers *Gloucester* and *Fiji* and H.M. destroyers *Juno*, *Greyhound*, *Kelly* and *Kashmir*.

Over 17,000 Imperial troops were safely evacuated from Crete. In these operations the Navy lost H.M. cruiser *Calcutta* and H.M. destroyers *Hereward* and *Imperial*.

9.11.41 ... H.M. cruisers *Aurora* and *Penelope* and H.M. destroyers *Lively* and *Lance* attacked 2 Italian convoys consisting of 10 supply ships and 4 destroyers and 2 *Trento* class cruisers. All 10 supply ships and 2 destroyers were sunk. No losses were suffered by our forces.

13.12.41 ... H.M. destroyers *Sikh*, *Legion*, *Maori* and H.N.M. destroyer *Isaac Sweers* fought brilliant night action in Central Mediterranean against 2 Italian cruisers, a torpedo boat and an E-boat. One cruiser and the E-boat were sunk. The second cruiser was left burning from stem to stern and the torpedo boat was heavily damaged. No damage or casualties were suffered by our force.

(See also "East of Malta, West of Suez," H.M.S.O. 1943.)

3. Far East

(LIST OF MAIN NAVAL AND AIR/SEA ACTIONS)

7.12.41 ...	Japanese attack on Pearl Harbour.	30.11-1.12.42	Battle of Lunga Point.
23-26.1.42 ...	Battle of Macassar Straits.	2-6.3.43 ...	Battle of the Bismarck Sea.
27.2-1.3.42...	Battle of Java Sea.	5/6.7.43 ...	First battle of Kula Gulf.
4-8.5.42 ...	Battle of Coral Sea.	12/13.7.43 ...	Second battle of Kula Gulf.
3-6.6.42 ...	Battle of Midway Island.	19.7.43 ...	Battle of Blackett Strait.
8/9.8.42 ...	Battle of Savo Island.	6.8.43 ...	Night action off Kolombangara Island.
23-25.8.42 ...	Battle of the Eastern Solomons.	17.8.43 ...	Battle in Vella Gulf.
11/12.10.42	Battle of Cape Esperance.	6.10.43 ...	Night action off Kolombangara Island.
25.10.42 ...	Battle of Santa Cruz.	1/2.11.43 ...	Battle off Bougainville.
13-15.11.42	Battle of Guadalcanal.		

CONVOYS

British ocean convoys from the beginning of the war up to 31st December, 1943, had totalled approximately 191,000,000 ship-miles.

Some 175,000 British and Allied vessels in well over 6,000 convoys have been escorted to and from the United Kingdom and in United Kingdom waters since the outbreak of war up to September, 1943. The rate of loss in these convoys was less than one ship in every 200 ships convoyed.

Out of about 3,000,000 soldiers who have been moved all over the world under the protection of the British Navy only 1,348 have been killed or drowned, including missing. (Winston Churchill, 11.2.43.)

Fighter Command aircraft flew some 40,000 sorties in protection of convoys during 1942.

One Coastal Command group flew 10,000,000 miles in one year on convoy guard and anti-submarine patrols.

One convoy to Russia in September, 1942, was escorted by 75 warships.

Since they were first commissioned (about April, 1940) up to November, 1943, *Flower* class corvettes had sunk or severely damaged 45 U-boats.

The convoys to North Africa in November, 1942, which carried the great Allied Expeditionary Force consisted of over 500 merchant ships escorted by 350 warships of all kinds.

Over 2,500 Allied vessels of all types were used in the invasion of Sicily—the greatest combined operation as yet undertaken. Losses were only 80,000 gross tons.

DISTANCES COVERED BY SOME ESCORT VESSELS ON CONVOY DUTIES

Destroyers

Isis steamed 100,000 miles in less than two years.

Boreas steamed 250,000 miles during the war up to July, 1943.

Foxhound steamed 240,000 miles in the first four years of war.

Forester steamed 200,000 miles from September, 1939, to February, 1943.

Beagle steamed 200,000 miles from September, 1939, to November, 1943.

Vimy, a 25-year-old, steamed 182,000 miles between September, 1939, and March, 1943.

Woolston, another 25-year-old, steamed 141,150 miles in the first four years of war.

Corvettes

Narcissus steamed 100,000 miles in 2½ years.

Jonquil steamed a distance equivalent to more than three times round the world at the Equator in a single year.

CONVOY PROTECTION

Aircraft carriers	Escort aircraft carriers	Fighter Command aircraft
Destroyers	Catapult aircraft (naval	Balloon Barrage
Corvettes	and merchant ships)	Minesweepers
Frigates	Armed merchant cruisers	Battleships and cruisers.
	Coastal Command aircraft.	

All these vessels and aircraft are used in convoy protection work.

ESCORT AIRCRAFT CARRIERS

One of the latest weapons in the war against the U-boats is the escort carrier. Incompleted hulls of merchantmen were converted into these vessels. They are smaller than the Fleet aircraft carriers. They have a complement of about 70 officers and 450 men and among aircraft carried are Seafires and Swordfish.

Displacement	...	...	10,000 tons approx.
No. of aircraft	...	...	About 20.

CHANNEL MOBILE BALLOON BARRAGE

In two years, vessels of the Channel Mobile Balloon Barrage have steamed a total of 227,000 miles, and given protection to more than 3,000 merchant ships in convoy. All have been attacked from the air and hit, but only one officer and one rating have been killed, and only one merchant ship has been lost through air attack on convoys protected by these vessels.

Most vessels have escorted more than 100 convoys, and one has a record of 34 convoys escorted without a break.

CONVOYS TO RUSSIA

"The Home Fleet . . . has to protect the supplies to Russia both from this country and the U.S.A. The tremendous hardships and hazards of that northern route have already been stated, but under the leadership of officers like Rear-Admiral Burnett and Captain Sherwood, V.C., they have been overcome. These operations have cost the loss of 2 cruisers, 10 destroyers and 6 smaller warships, with many merchant ships and, above all, the loss of many valuable lives; but the sustenance brought to Russia has paid a great dividend to the United Nations' cause." (A. V. Alexander, 3.3.43.)

The first convoy to Russia was sent from Great Britain by the northern route less than two months after the German attack in June, 1941.

Up to June, 1942, Britain provided nearly 90 per cent. of the ships sailing by the northern route to Russia, and 90 per cent. of the cargoes sent had been delivered safely.

From the entry of Russia into the war to December, 1942, 19 major convoys arrived safely at Murmansk.

Up to December, 1943, 750 officers and men of the Royal and Merchant Navies had been decorated for valour and endurance displayed in convoys to North Russia.

- 29.3.42 ... **Convoy to Russia.** German destroyers and U-boats attacked convoy. H.M. cruiser *Trinidad* and H.M. destroyer *Eclipse* severely damaged 2 destroyers, one of which subsequently sank. Three U-boats also severely damaged.
- 30.4.-2.5.42 ... **Convoys to and from Russia.** Both convoys attacked by light surface forces, U-boats and aircraft. Nearly the whole convoy to Russia arrived safely. Only 1 ship (which was in ballast) of homebound convoy was lost. H.M. cruiser *Edinburgh* was damaged and had to be sunk by our own forces. One German destroyer was sunk and 3 aircraft shot down.
- 25-30.5.42 ... **Convoy to Russia.** Well over 100 German aircraft employed in almost continuous attacks on convoy for five days. Attacks also made by U-boats. Three enemy aircraft were shot down and 2 more probably destroyed. Losses suffered by ships in convoy not stated.
- September, 1942 **Convoys to and from Russia.** Convoy to Russia attacked by U-boats and aircraft from 9th to 15th September. Home-bound convoy attacked by U-boats. 75 warships of the Royal Navy were employed in escorting the outward-bound convoy, and not one was lost. H.M. destroyer *Somali* and H.M. minesweeper *Leda* were sunk on return journey. Four naval aircraft were lost but 3 pilots were saved. Forty enemy aircraft were shot down and large number severely damaged. Two U-boats were almost certainly sunk and four others probably seriously damaged.
- 31.12.42 ... **Convoy to Russia.** German surface forces consisting of 1 pocket battleship, 1 cruiser and a number of destroyers were engaged by H.M.S. *Onslow* and other destroyers off the North Cape. Enemy attempts to attack the convoy were beaten off. One German destroyer was sunk. H.M. destroyer *Achates* was lost, but the convoy arrived safely without loss or damage to any ship.

CONVOYS TO MALTA

"Hitler and Mussolini vastly under-estimated the power of these Islands 'to endure want a little while,' they also sorely miscalculated the grim determination of the Royal Navy and the Merchant Navy to bring convoys through to this beleaguered outpost of the Empire, cost

what it might. The stories of these convoys are epics which add fresh lustre to the history of British sea power ; also the price was heavy, but the gallantry of those who died so that Malta should live will for all time be remembered in these Islands." (General Viscount Gort, Governor and C.-in-C., Malta, 31.12.42.)

- 21-25.7.41 ... **Convoy to Malta.** This convoy was attacked by U-boats, torpedo and bomber aircraft and by E-boats, but no ship was lost. H.M. destroyer *Fearless*, one of the escort, was hit and had to be sunk by our own forces. Enemy losses were: at least 12 aircraft destroyed, 1 E-boat sunk, 1 U-boat possibly sunk.
- 27/28.9.41 ... **Convoy to Malta.** Enemy aircraft made numerous attacks, but convoy got through with the loss of only 1 ship, which had to be sunk by our own forces ; 13 enemy aircraft were destroyed. Three naval aircraft were lost but the crew of two were saved.
- 13-16.2.42 ... **Convoys through Central Mediterranean.** The enemy made several air attacks on convoys and also sent strong naval force, but the latter did not succeed in making contact and was attacked by British naval aircraft. Torpedo hits were scored on 2 cruisers and 1 destroyer. During the air attacks on our convoys 5 enemy aircraft were destroyed and 4 probably destroyed. No casualties in personnel were suffered in any of our ships. Two merchant ships were damaged and had subsequently to be sunk by our forces.
- 22-24.3.42 ... **Convoy to Malta.** Enemy force consisting of 4 cruisers was attacked by our light cruisers and destroyers and driven off before they could attack the convoy. The enemy was sighted again a few hours later. This time the force consisted of 1 battleship, 2 heavy cruisers, 4 other cruisers and some destroyers. Despite the great disparity of force our light cruisers and destroyers attacked, firing torpedoes from three miles range, and inflicted serious damage on the enemy, forcing him to retire in confusion without making contact with the convoy. The battleship was hit by a torpedo amidships and set on fire aft by gunfire. One cruiser was severely damaged and another hit. Some damage, though not serious, was suffered by 1 cruiser and 3 destroyers of the British force. 150 enemy bombers attacked the convoy repeatedly on 22nd, but no damage or casualties were caused. On 23rd there were further heavy air attacks, and 1 ship in convoy was hit and subsequently sank. On 24th, enemy aircraft again attacked but inflicted no damage.

13-15.6.42 ... **Convoys to Malta and Tobruk.** Two convoys sent, one from East and one from West. Convoy from West was subjected to very heavy air attacks and suffered losses, but it reached Malta; 43 enemy aircraft were destroyed and 22 probably destroyed. The Eastern convoy, after delivering supplies to Tobruk, headed towards Malta. A large enemy force consisting of 2 battleships, 4 cruisers and at least 8 destroyers, blocking the way to Malta, was sighted by reconnaissance aircraft. Avoiding action was taken by the convoy and aircraft were sent from Malta and Western Desert to attack the enemy. The delay during these air attacks on the enemy battle-fleet resulted in an expenditure of fuel by the convoy which forced it to return to Alexandria. The losses on both sides suffered during all these operations were: British—1 light cruiser, 4 destroyers and 2 escort vessels sunk and 30 aircraft. Enemy losses actually known: 1 battleship torpedoed, 1 8-inch cruiser, 2 destroyers, 1 U-boat sunk and at least 65 aircraft.

11-13.8.42 ... **Convoy to Malta.** This was a very large and important convoy and the enemy made every attempt to prevent it getting through. Attacks were made by packs of U-boats, large numbers of bombers and torpedo-carrying aircraft, and strong forces of E-boats. A force of enemy cruisers was also sighted, but they were attacked by our aircraft and driven off. The convoy, however, reached Malta, though it suffered some losses. The following naval vessels were also lost: H.M. aircraft carrier *Eagle*, H.M. cruisers *Manchester* and *Cairo*, and H.M. destroyer *Foresight*. At least 66 enemy aircraft were destroyed and 2 U-boats and 2 E-boats sunk. British losses in aircraft were 8, but 4 of the pilots were saved.

In all there were 40 convoys to Malta. (C. R. Attlee, 20.7.43.)

ANTI-U-BOAT WARFARE

"In June the losses of Allied and Neutral merchant ships from submarine attacks were the lowest since the U.S.A. entered the war. The losses from all forms of enemy action were the lowest recorded since the war between Britain and Germany began.

"... the sinkings of Axis submarines were substantial and satisfactory.

"The heavy toll taken of the U-boats in May showed its effect in June in that the main transatlantic convoys were practically unmolested and the U-boat attacks on our shipping were in widely separated areas."

(Joint Anti-U-boat Warfare Statement, June, 1943.)

" During the month of July very poor results were obtained by U-boats from their widespread efforts against the shipping of the Allies. . . . In fact, July is probably our most successful month, because the imports have been high, shipping losses moderate, and U-boat sinkings heavy.

" Our offensive operations against Axis submarines continue to progress most favourably in all areas. And during May, June and July we have sunk at sea a total of over 90 U-boats, which represents an average loss of nearly one U-boat a day over the period.

" The decline in the effectiveness of the U-boats is illustrated by the following figures. In the first six months of 1943 the number of ships sunk per U-boat operating was only half that in the last six months of 1942 and only a quarter that in the first half of 1942.

" The tonnage of shipping in the service of the United Nations continues to show a considerable net increase. During 1943 new ships completed by the Allies exceed all sinkings from all causes by upwards of 3,000,000 tons."

(Joint Anti-U-boat Warfare Statement, July, 1943.)

" August has been another successful month in U-boat warfare. Owing, perhaps, to re-armament and other causes there appear to have been fewer U-boats at sea than in recent months, and shipping losses have continued to decrease.

" It is significant that the enemy made virtually no attempt to attack North Atlantic shipping, and opportunities for attacking the U-boats have been relatively few. . . . More U-boats have been sunk than merchant ships.

" Surface and air forces have both contributed to this satisfactory month's work by the efficiency of their escorts, patrols and offensive operations. Shore-based aircraft have often had to face powerful enemy air opposition, and carrier-borne aircraft have played a most important part."

(Joint Anti-U-boat Warfare Statement, August, 1943.)

" . . . for the four months which ended on 18th September no merchant vessel was sunk by enemy action in the North Atlantic. The month of August was the lowest month we have ever had since the United States entered the war, and it was less than half the average of British and Allied sinkings in the 15 months preceding the American entry into the war. During the first fortnight in this September no Allied ships were sunk by U-boat action in any part of the world."

(Winston Churchill, 21.9.43.)

" Until the third week in September no Allied merchant ship was lost by German U-boat attack. Then on the 19th September, the U-boats ended the four months' lull in the North Atlantic, and a pack of at least fifteen U-boats concentrated on a west-bound convoy. The combat lasted four and a half days. The loss of three escort vessels has already been announced. A small number of merchant ships were sunk, but as a result of vigorous counter-attacks by the surface and air escorts a larger number of U-boats were sunk or damaged.

"In spite of the increase in U-boat activity at the end of the month, the average merchant ship losses from all causes in September and August together are the best record of the war."

(Joint Anti-U-boat Warfare Statement, September, 1943)

"During the months of August, September and October, approximately 60 U-boats were destroyed. This brings to more than 150 the number of U-boats destroyed during the last six months. The record of the last three months is particularly gratifying, because during most of this period fewer U-boats were operating. Fewer targets were presented for our air and sea forces.

"During August, September and October, more U-boats were destroyed than Allied merchant ships were sunk by U-boat action. The ratio of U-boat to merchant ship attrition during October was more satisfactory than in any previous month. Our tonnage losses from all causes in October were the second lowest of any month of the war.

"Merchant Ship tonnage lost to U-boat action during the last three months was less than one-half the merchant ship tonnage lost during the previous three months, despite the fact that actual shipping increased.

"The Germans have introduced new U-boat weapons and tactics. Thus far we have been able to cope successfully with the changing situation. The battle continues in full vigour."

(Joint Anti-U-boat Warfare Statement, October, 1943)

"We have broken the back of the U-boat war, which at one time had seemed our greatest peril."

(Winston Churchill, 10.11.43)

"Anti-U-boat operations in November have been notable for the little the enemy has achieved for the great effort he has exerted. The number of merchant vessels sunk by U-boats in November is smaller than in any other month since May, 1940.

"By means of aircraft operating from the Azores, we have been able to improve the protection to our convoys and to diminish the area in which enemy U-boats were free from attack by our forces. . . .

"The caution of enemy U-boats has lessened the number of opportunities given to our forces for strikes at them. Nevertheless, the number of U-boats sunk in November has again exceeded the number of their victims."

(Joint Anti-U-boat Warfare Statement, November, 1943.)

"Total merchant ship tonnage lost by U-boat action in December was again low, despite an extension of operating areas. Fewer U-boats were destroyed during the month by our air and sea forces, owing to several factors, including increased caution by enemy. Our supply routes were, however, well secured against U-boat attack.

"In 1943 U-boats sank but 40 per cent. of the merchant ship tonnage that they sank in 1942. On the other hand, United Nations merchant ship tonnage constructed in 1943 approximately doubled the tonnage delivered in 1942. Nearly half of our tonnage lost for the year 1943 was

during the first three months : 27 per cent. was lost during the second quarter of 1943, and only 26 per cent. was lost during the last six months.”
(Joint Anti-U-boat Warfare Statement, December, 1943)

NAVAL LOSSES

	<i>British*</i>	<i>German*</i>	<i>Italian†</i>
Battleships	5	2	—
Pocket battleships	—	1	—
Aircraft Carriers	5	—	—
Cruisers	26	4	10
Destroyers and Torpedo Boats...	110	42	48
Submarines	60	†	†

ITALIAN NAVAL VESSELS UNDER ALLIED CONTROL

The vessels of the Italian Navy now under Allied control comprise :—

5 Battleships	19 Corvettes
6 Light Cruisers, with 6-in. guns	32 Motor Torpedo Boats
2 Light Cruisers, with 5.3-in. guns	1 Seaplane Tender
7 Fleet Destroyers	3 Armed Auxiliary vessels
24 Escort Destroyers and Torpedo Boats	8 Naval Tankers and Tenders
40 Submarines	2 Cadets' Training Ships

together with many miscellaneous small craft.

ENEMY AIRCRAFT DESTROYED BY A.A. FIRE FROM SHIPS AND BY F.A.A.

During the three and a half years up to November, 1943, the anti-aircraft fire of H.M. ships and defensively equipped merchant vessels and the Fleet Air Arm have destroyed the following number of enemy aircraft :—

By H.M. ships	590
H.M. and merchant ships combined	141
Merchant and fishing vessels combined...	119
Fleet Air Arm	235
Total	1,085

* British and German naval losses as at 31.12.43.

† Source : Lord Bruntisfield, House of Lords, 16.3.43.

† Figures of enemy submarine losses are not available, but up to November, 1942, 570 German and Italian submarines had been damaged or sunk ; 150 U-boats were sunk in the six months up to the end of October, 1943.

In addition, the Royal and Merchant Navies probably destroyed 334 and damaged a further 604 enemy aircraft.

FLEET AIR ARM

"The Fleet Air Arm have pioneered every new development in air operations over the sea. They were the first Air Service to sink a warship by dive-bombing as they did at Bergen in 1940; they were the first to sink a battleship as they did at Taranto; they were the first to defeat air attack on a Fleet by fighter defence." (A. V. Alexander, 3.3.43.)

By 30th November, 1943, the Fleet Air Arm, in addition to their other numerous tasks, had sunk 50 enemy ships.

By March, 1941, they had sunk 1 battleship, 1 cruiser, 3 destroyers, 4 submarines, 4 other naval vessels and 15 transports or supply ships, and had damaged 2 battleships, 2 cruisers, 4 destroyers, 4 other naval craft and 20 transports or supply ships.

One squadron destroyed 50,000 tons of shipping in the Mediterranean in 2 months in 1940.

During 1942, the F.A.A. provided cover for every important convoy to Malta. Fighters for the defence of Malta were also delivered by aircraft carriers. Altogether 744 aircraft have been flown into Malta by this means.

In two days during the Allied landings at Salerno in September, 1943, 26 F.A.A. aircraft flew 76 sorties from a land base to cover the ground forces. The F.A.A. also provided air cover during other landings such as those at Madagascar and North Africa.

In 1942 they shot down over 100 enemy aircraft and damaged half as many again.

In the past 3½ years the F.A.A. destroyed 235 enemy aircraft. (Admiralty, 23.11.43.)

(See also H.M.S. *Ark Royal*, H.M.S.O., 1942, and *Fleet Air Arm*, H.M.S.O., November, 1943.)

SUBMARINES

British submarines operating in the Mediterranean area destroyed 1,000,000 tons of enemy shipping from the beginning of war up to the end of January, 1943.

In the first three years of war 300 enemy supply ships were sunk by British submarines, and nearly 50 more damaged; 87 German and Italian warships were also sunk or damaged.

During 1942 British and Allied submarines (excluding American) have sunk or probably sunk 106 supply ships and 15 warships, and damaged 39 supply ships and 9 warships. Of these 35 have been sunk or probably sunk, and 20 damaged in the Mediterranean during the last 3 months of the year.

From 8th November, 1942, up to 27th April, 1943, British submarines in the Mediterranean have sunk or damaged 192 vessels, of which, 22 were warships.

Between 13th May and 10th November, 1943, submarines working in the Western Mediterranean sank some 430,000 tons of enemy shipping and damaged some 70,000 tons more.

One British submarine covered a distance of 25,800 miles in 5 months, out of which only 40 days were spent in harbour, and these mostly without a depot ship. During that time this submarine went from 66 N. latitude to 26 S. latitude.

Another British submarine spent 251 days at sea in one year of war.

H.M. submarine *Truant*, during 2½ years, sank or damaged more than 20 enemy ships and steamed more than 80,000 miles in the Mediterranean, Indian Ocean and Java Sea.

H.M. submarine *Torbay's* record for one year is : 5 supply ships sunk, 2 badly damaged, 2 tankers sunk and another probably sunk, one destroyer probably sunk and one badly damaged, and 21 auxiliary craft sunk. Altogether she has sunk or damaged 70,000 tons of shipping in the Mediterranean.

H.M. submarine *Upholder* built up a long record of successes during the 24 patrols she carried out in the Mediterranean, and of 36 attacks made no less than 23 were successful.

H.M. submarine *Tuna*, holder of the highest record of U-boat sinkings among submarines, destroyed three U-boats in four patrols.

At the end of June, 1943, the Admiralty announced that one of the minelaying submarines had recently laid her thousandth mine in enemy waters.

LIGHT COASTAL FORCES

(Motor Torpedo Boats, Motor Gunboats and Motor Launches)

At the end of April, 1943, it was announced that 2,000 officers and 15,000 ratings were in this branch, compared with 40 officers and 200 ratings at the beginning of the war.

Ninety-five per cent. of the personnel are R.N.V.R. and "hostilities only."

Ships of Light Coastal Forces have operated more than 500 miles from their bases.

From January, 1941, to March, 1943, Coastal Forces averaged one action per week. By May, 1943, they averaged nearly an action a night.

Between March and December, 1942, Light Coastal Forces are known to have destroyed :—

15 minesweepers and small warships,

5 supply ships,

4 armed trawlers,

3 tankers,

2 torpedo boats (about 10 times the size of Light Coastal craft),

1 aircraft,

and damaged

11 minesweepers,

6 armed trawlers,

2 supply ships.

" I have noted with admiration the work of the Light Coastal Forces in the North Sea, in the Channel, and more recently, in the Mediterranean.

" Both in offence and in defence the fighting zeal and the professional skill of officers and men have maintained the great tradition built up by many generations of British seamen.

" As our strategy becomes more strongly offensive, the task allotted to the coastal forces will increase in importance, and the area of their operations will widen.

" I wish to express my heartfelt congratulations to you all on what you have done in the past, and complete confidence that you will maintain the same high standards until complete victory has been gained over all our enemies." (Winston Churchill, 26.6.43.)

From Alexandria to Sicily, by way of Malta and North Africa, two flotillas of British M.T.B.s have covered approximately 1,850 miles in moving from base to base alone. Some of the boats have recorded 2,000 hours at sea in just over a year, representing some 40,000 miles.

From 8th November, 1942, to 31st October, 1943, Allied Light Coastal Forces in the Western Mediterranean destroyed 10 merchant vessels of 37,000 tons, 5 E-boats, 5 minesweepers or trawlers, 4 tank landing craft and 2 transport barges.

From the outbreak of war up to 31st December, 1943, Light Coastal Forces had destroyed well over 100 enemy ships. These included R- and E-boats, large and small supply ships, tankers, trawlers and escort vessels.

MINESWEEPING

" There is a task in which all the British and Allied Navies have a proud record indeed. Enemy mines of every type and ingenious combination have to be met. They are found in the coastal waters of this country, throughout the Mediterranean, in the Cape area, in India and Australia. They have been met with ingenuity and with unflagging devotion in the face of great danger and loss." (A. V. Alexander, 3.3.43.)

There are over 25,000 officers and men in the minesweeping service.

Minesweepers continually keep 14,000 miles of channel clear of mines.

By June, 1943, British minesweepers had destroyed as many thousands of mines as would have destroyed Britain's whole merchant fleet two and half times over if each mine had been lethal.

H.M.T. *Rolls Royce* holds the record with a total of over 150 mines destroyed up to the end of April, 1943.

H.M. Minesweeper *Arctic Hunter* destroyed over 100 mines in the first three years of war.

On one occasion German aircraft dropped 230 mines round the coasts of Britain in one night, but by two o'clock the next afternoon minesweepers had cleared the whole field and shipping could go on its normal course again. (Sir Walter Womersley, 21.6.43.)

In her pursuit of enemy mines the 23-year-old fleet minesweeper, H.M.S. *Kellett*, has, from March, 1940, to June, 1943, steamed a distance of 35,000 miles. In one period of three months the *Kellett*, together with other ships of her flotilla, swept up 250 mines.

The longest minesweep in naval history was achieved by H.M. ships *Whitehaven*, *Cromarty* and *Boston*. It began at Beirut, Syria, via Alexandria, along the flank of the Eighth Army's advance to Tobruk, Benghazi, Tripoli, Sousse and ended at Malta. In their 1,800-mile sweep from Alexandria to Sousse the three ships cut more than 50 mines each.

To clear the Sicilian Channel and open the Mediterranean so as to reduce the distance between Britain and Egypt by 6,000 miles, the 12th and 13th Minesweeping Flotillas of the Royal Navy each steamed 2,500 miles. They swept a channel 600 miles long. This operation started on 9th May and ended on 7th June, after 257 mines, both German and British, had been swept.

During the first four days of the Salerno Assault in September, 1943, minesweepers of the Western Task Force exploded 135 mines.

(See *H.M. Minesweepers*, H.M.S.O., 1943.)

THE ROYAL MARINES

At the outbreak of the present war there were about 10,000 men in the Royal Marines. By August, 1940, the number had trebled.

Royal Marines have fought in all theatres of this war, and taken part in all naval actions in which cruisers or larger warships have been engaged.

In April and May, 1940, Marines occupied Iceland and the Faroe Islands.

In the Norwegian campaign the Marines provided infantry, artillery and searchlight units—they were the first to land and the last to be withdrawn.

At the Hook of Holland and at Boulogne and Calais in 1940, Marines covered the withdrawal of other troops. A particularly heroic action was fought at Calais, where out of 85 officers and men only 21, but not a single officer, returned.

In Crete again, the Marines with New Zealand and Australian units fought a delaying action to enable the remainder of the troops to be embarked. Few of those who held the last rearguard positions were able to get away, and 1,200 of the 2,200 which had landed failed to return.

In the attack on Madagascar a party of Marines in the destroyer *Anthony* undertook the direct assault on Diego Suarez, while a diversionary force attacked Antsirane, in Diego Suarez Bay. By 8 a.m. on 8th May, 1942 (two days after the first attack), they were back on board their ship with their mission completed.

In the 7½ weeks following the fall of Augusta, in Sicily, Royal Marine gunners destroyed 21 enemy aircraft, with the addition of 7 probably destroyed and 4 damaged. This total constituted the largest in any single locality in Sicily.

A Royal Marine unit was the nucleus of the first of the "beach bricks" that played an important part in organising supplies through the beach-heads for the Eighth Army in Sicily.

In the assault on Salerno special service troops of the Royal Marines shared with Commando troops some of the fiercest fighting and were almost constantly in battle for 11 consecutive days and nights.

THE MERCHANT NAVY

"Ships would amount to little if it were not for the skill and spirit of the men who bring them through mine-infested seas liable at any moment to attack by air or submarine. The merchant fleet is the workaday sister of the famous British Navy, but the merchant seaman is not trained in fighting. He is a civilian carrying on his peace-time job. But he is a civilian who without a moment's notice may find himself involved in risks of war just as big as those which face the trained fighting man, and he faces them with just as much fortitude. Many of the men serving in the merchant fleet are above the age at which men are called up for military service. They could stay, if they chose, safely on shore; but they don't. Their pride and courage take them again and again to sea. It is the courage of free men fighting for freedom, the most enduring courage of all. That is what gives life and spirit to our Merchant Navy. That is why we have faith that they can and will see this thing through to the end." (Ronald Cross, 26.8.40.)

At any time there are nearly 2,000 merchant ships from the United Kingdom alone at sea. The number of British merchant seamen before the war was about 160,000. The present-day figure is not known, but it is certainly higher.

British Empire merchant shipping tonnage in 1939 was 21,434,000 gross tons. (This figure comprises vessels of 100 tons and over, including sailing ships.)

The task of the Merchant Navy is enormous, keeping armies and garrisons supplied all over the world. Some 30-40 million tons of war materials and foodstuffs are imported into the United Kingdom alone each year.

In October, 1941, United Kingdom shipping carried overseas 23,000 Army vehicles, some 1,300 aircraft, and over 400,000 tons of military and air stores, also some hundreds of locomotives.

Over 3,000,000 tons of military stores, including 1,000,000 tons of food, had been landed in Egyptian ports alone up to April, 1942.

It is by the ships of the Merchant Navy that the three-quarter million items in the range of the Army's fighting and technical stores and the three-quarter million items in the R.A.F.'s stores are moved.

Approximately 100,000 tons of shipping a year are required to transport a division of 20,000 men 1,000 miles overseas, with arms, equipment and stores, and to keep it supplied and reinforced.

One thousand tons of personnel, petrol, bombs and spare parts are required to put one bomber into operation overseas.

During 1941, 300 ships were continuously employed on the 12,000-mile voyage round the Cape to support the British Armies in the Middle East.

During the six months of the campaign in Tunisia more than 1,000 ships carrying millions of tons of supplies to our armies left the U.K. alone.

The Merchant Navy has played a conspicuous part in many theatres of war. It is to the ships and men of this service (as well as to the Royal Navy) that thousands of men of the Forces owe their lives and freedom in the evacuations from Norway, Dunkirk, Greece, Crete and the Far East.

During 1942 the *Queen Mary*, which was being used as a troop transport, saw active service on every ocean of the world. On one voyage across the Atlantic the *Queen Mary* carried more than 10,000, including soldiers and crew, compared with a maximum of about 4,000 passengers before the war.

The S.S. *British Judge*, a tanker, steamed 20,000 miles with a hole as large as a medium-sized house in her side, reaching her destination safely.

The tanker *British Confidence* steamed 243,000 miles in the first four years of war. Some of the large motor-vessels with a high speed have completed 300,000 miles in the same period.

From the outbreak of war up to July, 1943, coastal vessels had made approximately 150,000 voyages of an average length of 250 miles.

Up to the end of December, 1943, 5,175 awards had been made to personnel of the Merchant Navy.

Merchant ships have frequently to defend themselves from air and submarine attacks, and up to November, 1943, their guns had shot down 119 enemy aircraft, and had fought a large number of successful actions with U-boats. In addition, the combined fire of merchant ships and their naval escorts had destroyed a further 141 enemy aircraft.

All this has not been achieved without losses, and over 16,000 men of the British Merchant Navy lost their lives in the first three years of war.

DEFENSIVELY EQUIPPED MERCHANTSHIP SERVICE AND MARITIME ROYAL ARTILLERY

"The Defence of our Trade."

In the first six months of war about 1,900 merchant vessels were armed, and nearly 3,000 during the first year.

During 1941 there were fitted in merchant ships 12,988 A.A. guns of one kind and another, and 4,843 ships were fitted with A.A. devices other than guns.

By the beginning of February, 1943, 8,300 British and Allied merchant ships had been fitted with guns and other devices.

At the beginning of the war there were only 1,300 men available for the D.E.M.S. Service of the Royal Navy. To-day there are about 22,000.

At the end of April, 1942, it was stated that there were four regiments of the Maritime Royal Artillery with a total strength of over 10,000. By October, 1943, this number had risen to 13,000 in six regiments.

Up to the beginning of November, 1942, these gunners had destroyed or damaged 228 enemy aircraft.

"Over 7,000 Army gunners are perpetually at sea in merchant ships."
(War Office Statement, 14.2.43.)

MERCHANT SHIPBUILDING

As early as July, 1941, Mr. Churchill stated that "The combined merchant and naval shipbuilding now in active progress is bigger, not only in scale but in current daily volume of execution, than it was at any period in the last war, and, of course, the work is now immeasurably more complex than it was then." Since this date the rate of production has considerably increased.

The man-power engaged in naval and merchant shipbuilding combined is twice what it was in 1918.

The output per worker is twice what it was in the last war.

The output of merchant tonnage in 1941 was very much greater than in 1916. Twice as much merchant shipping tonnage was produced in the last quarter of 1941 as in the last quarter before the war.

In October, 1941, it was stated that about 500 was the average number of ships launched in Britain in one year.

By September, 1942, Britain had built and repaired 30 per cent. more shipping than in the corresponding period of the last war.

In the six months to the end of January, 1943, British, American and Canadian shipbuilding combined exceeded all the losses of the United Nations during the same period by over 1,250,000 tons.

Shipping tonnage in United Nations' service continues to show a considerable net increase. In the first seven months of 1943 new ships completed by the Allies exceeded sinkings from all causes by upwards of 3,000,000 tons.

"The output of new building from the United States has fulfilled all that was ever hoped from it and more. We build our regular quota in this island and the Canadian output, an entirely new development for Canada, is also remarkable. The credit balance of new building over losses of all kinds, including marine risks since the beginning of the year, the net gain, that is to say, exceeds 6,000,000 tons, and should the present favourable conditions hold, we shall soon have replaced all losses suffered by the United Nations since the beginning of the war."

(Winston Churchill, 21.9.43.)

"We had by Thanksgiving Day (25.11.43.) built more tonnage than has been sunk in the entire war.

"It is the most amazing achievement in the history of the war. Much credit is due to our friends the British and the Canadians."

(Colonel Knox, U.S. Navy Secretary, 30.11.43.)

SHIP REPAIRS

Repair work in this war is much greater than in the last, due not only to larger superficial and underwater damage sustained from air attacks, but to the enormous amount of time our ships have spent at sea during this war. In addition, all ships must have periodical refits. Nearly half the shipbuilding labour of the country is employed on repair work.

After the evacuations from Norway and Dunkirk about 70 destroyers were under repair in British dockyards.

In the first three years of the war over 23,000 warship repairs and refits were done and 140,000,000 gross tons of merchant ships, or 35,000 ships, were put back into service.

The average per week of merchant shipping being repaired was stated in August, 1941, to be 800,000 tons.

In one week in March, 1941, over 1,000,000 tons of repair tonnage were returned to service.

In one year about 40,000,000 tons of shipping were repaired in British shipyards, more tonnage than passed through the repair yards during any eighteen months of the last war.

In the spring of 1941, the peak period, 2,600,000 tons of merchant tonnage were under repair in this country. (Corresponding figure for 1914-1918 War was about 1,500,000 tons.)

(A. V. Alexander, 3.3.43.)

Shipyards of this country turned out 34,000 warship repair units from the outbreak of war up to February, 1943. (1 unit = Each time a warship entered dockyard for repair or refit.)

Several thousand conversion jobs have also been completed. For the North African landing over 300 ordinary merchant vessels had to be converted for use as troop-carriers, etc.

(A. V. Alexander, 3.3.43.)

SHIP SALVAGE

The total amount of shipping rescued and saved up to the end of 1940 was over 1,000,000 tons, and in just under two years the Admiralty salvage organisation and Rescue Tugs had salvaged more than £40,000,000 worth of merchant shipping and cargoes.

From the beginning of the war up to January, 1942, Rescue Tugs had towed to safety more than 1,250,000 tons of damaged merchant shipping.

"The Admiralty Salvage Department has carried out successful salvage work of a major or minor nature on merchant ships and cargoes which were of a total value of nearly £70,000,000."

(Select Committee Report, 4.11.43.)

"Rescue Tugs operating under the Admiralty have given towage assistance to other merchant vessels valued at nearly £25,000,000."

(Select Committee Report, 4.11.43.)

One of the most successful operations ever done was the salvaging of the training ship *Caledonia*, which sank in the Firth of Forth; 1,800 portholes, as well as hull openings, had to be sealed by divers before the ship was pumped dry. She came up at the first attempt. Thus 40,000 tons of steel were saved.

There are upwards of 60 Rescue Tugs under the Admiralty, some of them are Dutch vessels manned by Dutch crews, but more than 50 are manned by the Royal Navy's Rescue Tug Service.

On 11th September, 1943, it was announced that the tug, H.M.S. *Superman*, had just completed a hundred convoys without having lost one of the damaged ships she had set out to rescue.

One of the most amazing salvage jobs was performed by the tug, H.M.S. *Saucy*, who towed a bottomless ship nearly 1,000 miles in exceptionally bad weather from Iceland to England.

WOMEN'S ROYAL NAVAL SERVICE

The Women's Royal Naval Service was first formed in 1917.

In April, 1939, the Service was re-formed under the directorship of Mrs. Vera Laughton Matthews, C.B.E.

At the outbreak of war the W.R.N.S. numbered 1,599. By the end of December, 1942, this figure had risen to 40,300. This number is still increasing, but no further figures will be made public.

There are now 80 categories in which W.R.N.S. may serve. Twenty awards and 5 commendations had been received by W.R.N.S. up to the end of November, 1943.

SEA CADET CORPS

(ADMIRAL OF THE SEA CADET CORPS: H.M. THE KING.)

The Sea Cadet Corps was started about the middle of the nineteenth century by a number of seamen returning from the Crimean War; they formed a Naval Lads Brigade at Whitstable, and this was the forerunner of others all over the country. As time went on, these were affiliated to the Navy League, which had been founded in 1895, and the title Navy League Sea Cadet Corps was adopted. In 1941, there were approximately 100 units in the Corps with a strength of about 9,000 cadets, and others in the Dominions.

At the beginning of 1942 the Admiralty assumed direct responsibility for the organisation and training, and it was decided to expand the Corps to a total of 50,000 cadets in approximately 400 units. By December, 1943, the figure of 400 units had been reached with a strength exceeding 40,000 cadets; in addition, a small number of units have been formed in schools. The function of the Sea Cadet Corps is to give technical Sea Training to and instil Naval tradition in boys who intend to serve in the Royal and Merchant Navies, both in war and peace, and also to boys who do not intend to follow a sea career but will, given this knowledge, form a

valuable reserve for the Royal Navy. It is also the aim of the Corps to provide for the spiritual, social and educational welfare of the cadets and to develop character and good citizenship.

Summer camps are held throughout the country, and during the 1943 camping season over 15,000 boys and 500 officers attended camp for a week or longer.

While the organisation and training are under the direction and control of the Admiralty through the Admiral Commanding Reserves, the Navy League carries out the administration and finance of the units, other than units in schools, on behalf of the Admiralty. The Navy League also organises social and welfare matters including recreation and sports.

Boys are accepted into the Corps between the ages of 14 and 16 years and leave when they become 17, or when they are called-up.

THE ARMY

The British Army system was originally designed mainly for :—

The garrisoning of overseas possessions and of naval bases abroad.

The security of the British Isles.

The contribution of a contingent to inter-Allied Armies in European campaigns.

British strategy was traditionally based on a very large fleet and a relatively small professional army, which would be systematically expanded to augment the great army of our French allies.

“ Let me remind you just where we have fought the Germans. We fought them in Norway, in Belgium and France, in Greece and Crete. In all these campaigns, though hopelessly outnumbered and defeated, in our traditional role based on sea power, we nevertheless upset the rhythm of German strategy.”

(Lord Croft, 8.5.43.)

“ But the fighting between the British and the Germans was intense and fierce in the extreme ; it was, my Lords and Gentlemen, a deadly grapple. The Germans have been outmassed and outfought with the very kind of weapons with which they have beaten down so many small peoples and also large unprepared peoples. They have been beaten by exactly the technical apparatus on which they counted to gain them the domination of the world. Especially is this true in the air, and of the tanks, and of the artillery which has come into its own upon the battlefield. The Germans have received back again that measure of fire and steel which they have so often meted out to others. But this is not the end, it is not even the beginning of the end, but it is perhaps the end of the beginning. Henceforward, Hitler's Nazis will meet equally well-armed and perhaps even better-armed troops—henceforward, they will have to face in many theatres that superiority in the air which they have so often used without mercy against others, and of which they boasted all round the world. They were to be the masters in which—

and which they intended to use as the instrument for convincing all other peoples that all resistance to them was hopeless."

(Winston Churchill, 10.11.42.)

"I call this front we have opened, first in Africa, next in Sicily, and now in Italy, the third front. The second front, which already exists potentially and which is rapidly gathering weight, has not yet been engaged, but it is here, holding forces in its front, and no one can tell—certainly I am not going to hint at—the moment when it will be engaged. But the second front exists and is the main preoccupation already of the enemy. At what we and our American allies judge to be the right time this front will be thrown open and the mass invasion of the Continent from the west, in combination with the invasion from the south, will begin.

"It is quite impossible for those who do not know the facts and figures of the American assembly in Britain, or of our own powerful expeditionary armies now preparing here, who do not know the dispositions of the enemy on the various fronts, who cannot measure his reserves and resources and his power to transfer large forces from one front to another over the vast railway system of Europe, who do not know the state and dimensions of our fleet and landing craft of all kinds—and this must be proportionate to the work they have to do—who do not know how the actual measures of a landing will take place or what are the necessary steps to build up, which has to be thought of beforehand, in relation to what the enemy can do over a considerable number of days or weeks—it is impossible for those who do not know these facts, which have been the study of hundreds of skilful officers day after day for months, to pronounce a useful opinion on them."

(Winston Churchill, 21.9.43.)

ARMY COUNCIL

(as on 29.2.44).

Command and administration are vested in the Army Council, a combined body of military and civil members presided over by the Secretary of State for War.

Sir P. James GRIGG, K.C.B., K.C.S.I., Secretary of State for War
(President of the Army Council).

Brig.-General the Lord CROFT, C.M.G., T.D., Parliamentary Under-Secretary of State for War (Vice-President of the Army Council).

Field-Marshal Sir Alan F. BROOKE, G.C.B., D.S.O., Chief of the Imperial General Staff and A.D.C. General to the King (First Military Member).

General Sir Ronald F. ADAM, Bt., K.C.B., D.S.O., O.B.E., Adjutant-General to the Forces (Second Military Member).

General Sir Thomas RIDDELL-WEBSTER, K.C.B., D.S.O., Quartermaster-General to the Forces (Third Military Member).

Lieut.-General Archibald E. NYE, C.B., M.C., Vice-Chief of the Imperial General Staff (Fourth Military Member).

Lieut.-General Sir Ronald M. WEEKS, C.B.E., D.S.O., M.C., T.D., Deputy Chief of the Imperial General Staff (Fifth Military Member).
Arthur HENDERSON, K.C., M.P., Financial Secretary to the War Office (Finance Member).
Sir Frederick C. BOVENSCHEN, K.B.E., C.B. (Secretary of the Army Council), and Sir Eric B. B. SPEED, K.B.E., M.C., Joint Permanent Under-Secretaries of State for War.

COMMANDS

(as on 9.3.44).

HOME

Home Forces, C.-in-C.

General Sir Harold E. FRANKLYN, K.C.B., D.S.O., M.C.

A.A. Command, G.O.C.-in-C.

General Sir Frederick A. PILE, Bt., K.C.B., D.S.O., M.C.

British Troops in Northern Ireland, G.O.C.

Lieut.-General Sir Alan CUNNINGHAM, K.C.B., D.S.O., M.C.

Eastern Command, G.O.C.-in-C.

Lieut.-General Sir Kenneth A. N. ANDERSON, K.C.B., M.C.

London District, G.O.C.

Lieut.-General Sir Henry C. LOYD, K.C.B., D.S.O., M.C.

Northern Command, G.O.C.-in-C.

Lieut.-General Sir Edwin L. MORRIS, K.C.B., O.B.E., M.C.

Scottish Command, G.O.C.-in-C.

Lieut.-General Sir Andrew F. A. N. THORNE, K.C.B., C.M.G., D.S.O.

Southern Command, G.O.C.-in-C.

Lieut.-General W. D. MORGAN, D.S.O., M.C.

South-Eastern Command, G.O.C.-in-C.

Lieut.-General E. C. A. SCHREIBER, C.B., D.S.O.

Western Command, G.O.C.-in-C.

Major-General D. G. WATSON, C.B., C.B.E., M.C.

Orkney Islands, G.O.C.

Major-General J. N. SLATER, C.B.E., M.C.

ABROAD

Africa, East—G.O.C.-in-C.

General Sir William PLATT, G.B.E., K.C.B., D.S.O.

Africa, West—G.O.C.-in-C.

Lieut.-General Sir Francis P. NOSWORTHY, K.C.B., D.S.O., M.C.

Gibraltar—Governor and C.-in-C.

Lieut.-General Sir Thomas R. EASTWOOD, K.C.B., D.S.O., M.C.

Deputy President of the Allied Control Commission for Italy

Lieut.-General Sir Frank N. MASON MACFARLANE, K.C.B., D.S.O., M.C.

India

C.-in-C. and Member of the Governor-General's Executive Council

General Sir Claude John Eyre AUCHINLECK, G.C.I.E., C.B., C.S.I.,
D.S.O., O.B.E.

Chief of Staff

Lieut.-General J. G. des R. SWAYNE, C.B., C.B.E.

Malta

Governor and C.-in-C.

Field-Marshal the Viscount GORT, V.C., G.C.B., C.B.E., D.S.O.,
M.V.O., M.C.

G.O.C. Troops

Major-General R. M. SCOBIE, M.C.

Mediterranean Area. (See Appendix V for complete Mediterranean Allied Command.)

Supreme Allied Commander

General Sir Henry MAITLAND WILSON, G.B.E., K.C.B., D.S.O.

Chief of Staff

Lieut.-General J. A. H. GAMMEL, C.B., D.S.O., M.C.

C.-in-C. Allied Central Mediterranean Force

General the Hon. Sir Harold R. L. G. ALEXANDER, G.C.B., C.S.I.,
D.S.O., M.C.

8th Army, G.O.C.

Lieut.-General Sir Oliver W. H. LEESE, Bt., C.B., C.B.E., D.S.O.

Middle East

C.-in-C.

General Sir Bernard PAGET, K.C.B., D.S.O., M.C.

9th Army (Palestine), G.O.C.-in-C.

Lieut.-General W. G. HOLMES, C.B., D.S.O.

Egypt—G.O.C.-in-C.

Lieut.-General R. G. W. H. STONE, C.B., D.S.O., M.C.

Persia-Irak

G.O.C.-in-C.

Lieut.-General Sir Arthur F. SMITH, K.B.E., C.B., D.S.O., M.C.

10th Army, G.O.C.-in-C.

No appointment announced.

C.G.S.

Major-General J. BAILLON, O.B.E., M.C.

South-East Asia. (See Appendix V for complete S.E. Asia Command.)—

Supreme Allied Commander

Admiral the Lord Louis MOUNTBATTEN, G.C.V.O., D.S.O., A.D.C.

Chief of Staff

Lieut.-General Sir Henry POWNALL, K.B.E., C.B., D.S.O., M.C.

C.-in-C. Army Group

General Sir George J. GIFFARD, G.C.B., D.S.O.

Commander 14th Army

Lieut.-General W. J. SLIM, C.B.E., D.S.O., M.C.

WASHINGTON

Senior British Military Representative on Combined Chief of Staffs Committee

Field-Marshal Sir John DILL, K.C.B., C.M.G., D.S.O.

Chief of British Army Staff

Lieut.-General G. N. MACREADY, C.B., C.M.G., D.S.O., O.B.E., M.C.

STRENGTH AND EXPANSION OF THE ARMY

In 1933 the strength of the Army stood at 200,000 (approx.) and the Territorial Army at 135,000.

January, 1939.—600,000 (including Reserves and Territorial Army).

March, 1939.—The volunteer Territorial Army had risen from 181,000 to 210,000, and by June, 1939, reached 410,000.

26th May, 1939.—The introduction of compulsory military service in peace-time by the **Military Training Act**, which required men between the ages of 20 and 21 to register and made them liable to 6 months' continuous recruit training and to subsequent military service.

August, 1939.—850,000 (including Reserves and Territorial Army).

1st September, 1939.—The **National Service (Armed Forces) Act** rendered all male British subjects in Great Britain from 18 to 40 inclusive liable to general military service. A week later Regulars and Territorials amalgamated into a single army, **war commissions to be granted** (with special exceptions) **from the ranks**.

January, 1940.—1,250,000.

July, 1940.—1,500,000 (men under arms in British Army in the United Kingdom).

January, 1941.—4,000,000 (approx.).

"Counting the Home Guard we have round about 4,000,000 armed and uniformed men."

(Winston Churchill, 22.1.41.)

In 1939 the Army had 45,000 vehicles. In 1943 the Army had nearly 750,000; 30,000,000 square feet of covered storage is needed for Army equipment—5 times as much as in 1939.

ORGANISATION AND ADMINISTRATION OF THE ARMY

The Staff of the Army is divided into three departments.

1. THE GENERAL STAFF

The "G" side, under the **Chief of the Imperial General Staff**, is responsible for all matters of strategy, tactics, military intelligence and military training as well as staff organisation.

The **Vice-C.I.G.S.** takes charge under the C.I.G.S. of operational and training matters.

The **Deputy-C.I.G.S.** is responsible for matters of general military administration.

The principal arms of the Service under the " G " side are :—

The Royal Armoured Corps (which includes the old Cavalry regiments).

The Royal Artillery.

The Royal Engineers.

The Royal Corps of Signals.

The Infantry.

2. THE ADJUTANT-GENERAL'S DEPARTMENT

The " A " side, under the **Adjutant-General**, is responsible for recruiting, allocation of personnel, discipline, pay, welfare, education and medical services.

The Royal Army 'Chaplains' Department—historically, one of the oldest departments in the Army. Army Chaplains of all denominations go with the troops to overseas stations and also form part of every British force in the field. On active service, the Chaplain's sphere of duty extends from the front line along the lines of communication as far as the Base. Forty Chaplains have been killed or died on active service, 120 were prisoners of war, and 7 were missing. (December, 1943.)

The Royal Army Medical Corps

Route of a Casualty :—

- (1) Casualties are carried by the Regimental Stretcher Bearers to the Regimental Aid Post, where they receive First Aid from the Unit Medical Officer.
- (2) **The Casualty Collecting Post**, where treatment is given to make them fit for the next stage of the journey to—
- (3) **The Advanced Dressing Station**, where casualties are classified into three groups :—
 - Group 1**—Patients suffering from shock.
 - Group 2**—Patients requiring urgent operation.
 - Group 3**—Cases who are fit to travel to the **Casualty Clearing Station**.
- (4) **Group 1** casualties are transferred to the **Field Dressing Station**, where they receive blood transfusion and treatment for shock. When sufficiently revived they go to the **Advanced Surgical Centre** for operation or to the Casualty Clearing Station.
- (5) **Group 2** go to the **Advanced Surgical Centre**, where they are treated by skilled surgeons.
- (6) **Group 3** go direct to the **Casualty Clearing Station**, which is equipped to carry out hospital treatment and X-ray examination.
- (7) All casualties are transferred to the **Forward General Hospital** for further treatment and convalescence. Serious cases are sent by ambulance train to the **Base Hospital**, where the most modern treatment is available and where there are special convalescent depots.

The Army Dental Corps forms part of the Army Medical Services.

The Royal Army Veterinary Corps.—The duties of this corps include the care and treatment of all animals used by the Army and also of "civilian" animals in areas occupied by the Army.

The Royal Army Pay Corps deals with the pay and allowances of all members of the Army. Every soldier has an account with his Regimental Paymaster at a fixed centre. All amounts due to the soldier and all amounts paid to him are duly notified to this paymaster, who can at any time issue a statement as to how the account stands.

The Corps of Military Police is recruited from volunteers from other arms. Recruits are specially selected and undergo an intensive course of training at a C.M.P. Depot. Men serve for a six-month probationary period in order to qualify as permanent members of the Corps. The Corps has six branches: (1) Provost, (2) Traffic Control, (3) Vulnerable Points, (4) Port Police, (5) Special Investigation Branch, (6) A.T.S. Provost.

The Army Education Corps

Army Education for general purposes is administered by:—

- (1) A Directorate of Army Education at the War Office under the **Director-General of Army Education**, who unifies the Directorates dealing with Education in the Army and with the **Army Bureau of Current Affairs**.
- (2) The Army Education Corps. Command, District, Divisional and Independent Brigade Headquarters have A.E.C. officers on their staffs whose duties are to organise education in their formations.
- (3) Unit Education Officers who organise educational activities within the unit, employing both regimental and civilian resources.

A.B.C.A. is under a separate War Office Directorate and is responsible for the routine weekly talk and discussion on the progress of the war and on current affairs.

The two schemes are complementary. The methods employed by **A.B.C.A.** are informal and its material is designed to be employed by regimental officers as a basis for general discussion. **Army Education**, on the other hand, provides a specially prepared syllabus designed to meet the needs of individual units. The object of both is to produce a soldier "who knows what he fights for and loves what he knows," and who will be able to take his part as a responsible citizen in the post-war world.

Army Welfare

The Director of Welfare provides the amenities and services which are necessary for the soldier's well-being.

The Legal Aid Scheme provides free legal aid to the rank and file of the Army all over the world.

The Welfare Department is responsible for entertainment in the Army.

The activities of E.N.S.A. and C.E.M.A. are conducted in close liaison with the Director of Welfare.

Recruitment and Training

Recruits on attestation are posted to the **General Service Corps** (formed in 1942), where they are given six weeks' primary training. The purpose of the G.S.C. is to test the capabilities of recruits with a view to their allocation to the different arms and services according to individual aptitudes and demand.

Officer Cadet Training Units

All war commissions, with certain technical and professional exceptions, are granted from the ranks. Any non-commissioned officer or private soldier may apply to his Commanding Officer for recommendation for a commission.

To become an officer a man must be—

- (1) recommended by his Commanding Officer ;
- (2) approved by a War Office Selection Board ;
- (3) after approval by the War Office Selection Board, the cadet is sent to a pre-O.C.T.U., where he undergoes a period of training which varies in accordance with his knowledge on arrival, but which normally does not exceed two months ;
- (4) pass through an O.C.T.U.

The training course lasts anything up to six months at an O.C.T.U.

More than 90 per cent. of the candidates who enter O.C.T.U.s qualify for a commission.

Up to 14th November, 1942, 62 per cent. of Army officers came from Secondary Schools, 25 per cent. from Elementary Schools and 13 per cent. from Universities and Public Schools.

3. THE QUARTERMASTER-GENERAL'S DEPARTMENT

The "Q" side, under the **Quartermaster-General**, houses, feeds and transports the Army, supplies it with petrol, ammunition and all fighting equipment.

Services belonging to the "Q" side are :—

The Royal Army Service Corps—the supply and transport branch of the Army.

The Royal Army Ordnance Corps—the closest link in the supply chain between the Ministry of Supply and the Army.

The Royal Electrical and Mechanical Engineers

COMPOSITION OF AN INFANTRY DIVISION

An infantry division consists of 3 infantry brigades of 3 battalions each (making 9 in all) and contains units of all arms and services, *e.g.*, R.A., R.E., R.C.S., R.A.M.C., R.A.S.C., R.A.O.C., R.E.M.E., Military Police, Intelligence Corps, etc.

A division is the smallest formation which contains elements of all arms and is the basis of Army organisation.

SOME EXAMPLES OF THE PART PLAYED BY THE SPECIALISED AND TECHNICAL SERVICES

General Montgomery's special message to the victorious Eighth Army on 23rd January, 1943 :—" In the hour of success we must not forget the splendid work that has been done by those soldiers working day and night in back areas and on the lines of communication. There are many soldiers quietly doing their duty in rear areas who are unable to take part in the triumphal entry into captured cities ; but they are a vital part of our fighting machine and we could gain no successes if they failed to pull their full weight."

The heads of all these services work with the Commander of every army and are responsible for the detailed administration necessary to the successful fulfilment of any operational plan.

The Royal Engineers (together with the Pioneer Corps)

The R.E. are attached to " Q " in their " works " as distinct from their " operations " capacity, in which, like other arms, they come under control of the General Staff.

The work of the R.E. falls into two main categories, construction and destruction. Together with the Pioneers the R.E. build and repair bridges, railways, roads and docks, and operate the railway transportation service. They also destroy as efficiently as they build.

Their duties include the laying of minefields and the clearing of enemy minefields.

They are also responsible for the provision of water and the construction of pipe-lines, conduits and tanks.

During the rapid advance of the Eighth Army from Alamein, Royal Engineers repaired the destruction wrought by the enemy on roads, railways, harbours and water-pipes. Between El Alamein and Fort Capuzzo the railway was blown up in 208 places. **But in 28 days the whole 240 miles was repaired**, and in four weeks 133,000 tons of supplies had been unloaded at the desert railheads. The pipe-line (the locomotives would have been immobilised without water) was repaired as quickly as the railway. In only two days after the capture of Tobruk four ships were able to enter the harbour and within a fortnight of Allied occupation the port was handling **2,000 tons of supplies daily**. **By the end of December, 1942, 3,000 tons of stores were landed in a single day at Benghazi**, although the harbour had been bombed for two years and dynamited five times.

Minefields

Mines were used in immense quantities in North Africa.

From one group of six small airfields R.E. unearthed 3,100 enemy mines and booby traps.

The Royal Electrical and Mechanical Engineers

The R.E.M.E. are responsible for the maintenance and repair of all the army's fighting vehicles and equipment. At Alamein they repaired

(on or near the battlefield) **1,000 tanks in one month.** Between the opening of the battle and the capture of Tripoli **8,975 lorries and other unarmoured vehicles were recovered and 18,750 vehicles were repaired.** All this in addition to many hundreds of armoured vehicles.

The Royal Army Ordnance Corps

The R.A.O.C. stores and supplies the tanks, guns, ammunition, bridging, vehicles, wireless, clothing and other stores necessary for warfare, together with spare parts for every type of equipment needed by the fighting troops.

Something of the magnitude of this work can be gauged by the following figures. A total of **179,101 packing cases**, weighing with their contents **12,500 tons**, are required to carry the equipment of one modern infantry division apart from its food, medical stores and medical equipment. To move these packing cases **1,216 10-ton railway trucks or 4,165 three-ton lorries** are necessary. If the division is going overseas **seven 10,000-ton ships** will be needed. An Infantry Division going overseas takes with it **9,064 tons of tanks and vehicles.** And in addition the transport of personnel, food and medical stores must be provided for. The weight of non-fighting equipment for one man for one year is 5 tons.

Ordnance men handle about **750,000 items of supply** ranging from clothing and blankets to heavy tanks and howitzers. **275,000 spare parts** are required for the maintenance of tanks and other vehicles and nearly **100,000** for keeping in action and workable condition guns, wireless sets and engineering equipment. It is estimated that **16½ tons** of spare parts must be shipped overseas in order to keep 100 25-pounder guns in action for one year. One medium tank may need up to 2 tons of spare parts in a year. Every bomber sent overseas requires a total of 1,000 tons of shipping to carry the personnel, petrol, bombs, and spare parts necessary to put it into operation.

The R.A.O.C. handles **22,000 tons a month** of spare parts and accessories for tanks, guns and small arms alone.

The Royal Army Service Corps

The R.A.S.C. takes over from the R.A.O.C., and the R.A.S.C. drivers were specially mentioned by General Montgomery: "The R.A.S.C. has risen to great heights during the operations we have undertaken, and as a Corps it deserves the grateful thanks of every soldier in the Army." Each division needs **400 tons of stores a day** and 520 tons, including water, in desert warfare.

To serve the Middle East there were 120,000 lorries, which means 720,000 motor wheels, for which every day 2,000 new tyres were issued.

For several days before the launching of the Alamein offensive 4,000 tons of supplies were being delivered daily by road and rail to areas behind the line. In the line itself the fighting troops consumed **2,400 tons daily** of all stores, and in addition reserves had to be maintained. Seven days' reserve was brought up for the attacking force to the right of the line, five days' for the holding force on the left, and four days' general reserve in the rear.

Ammunition

In one week of the advance from El Alamein 8,000 tons of ammunition were delivered at the front. A 3-ton lorry can carry 104 rounds of 3.7 A.A. ammunition, which lasts a light-gun A.A. battery just over one minute's intensive firing. Three field regiments in an hour's artillery barrage consume 200 tons of ammunition.

In the last great battle in Tunisia 100,000 tons of ammunition were made available every day, and the effort on that scale could have been prolonged.

Petrol

A fighting infantry division requires 150 tons of petrol daily. An armoured division on the move needs an average of 434 tons of petrol daily. In one week of an armoured advance in Libya 3,000,000 gallons of petrol were delivered at the front, and the supply problem increased as the lines of communication lengthened. One of the major triumphs of the petrol supply branch was to get 1,000,000 gallons into Benghazi within 48 hours of its capture.

Water

From El Agheila to the hills south of Tripoli, fresh water is altogether lacking. The Army needed more than 5,000 tons a day, and a half of it was brought from the Nile along a pipe-line to Tobruk; 1,500 tons, still from the Nile, were shipped to Benghazi daily, and a further 300 tons per day were landed from lighters on to suitable beaches. Local wells provided the remaining 700 tons. From Tobruk to Benghazi the water was carried to the forward troops by water companies operating with specially constructed tank wagons or metal containers holding 4 gallons each. Each division needs 120 tons of water per day. The average daily water ration was about 4 pints per man for all purposes.

Royal Corps of Signals

During the first Libyan campaign Royal Signals rebuilt and established the main telegraph and telephonic communications from Egypt to Benghazi over a route which had been smashed up and mined by the enemy. In spite of this, British, Australian and New Zealand line sections reconstructed the route and had telephone and telegraph working from Cairo to Benghazi three weeks after the operation had finished, a distance of 850 miles by line, some 400 miles of which had to be reconstructed.

The Lieutenant-Colonel who commanded the 7th Armoured Divisional Signals in the fighting in Egypt during the summer of 1942 stated that on 31st August, Divisional Headquarters moved three times in one day, necessitating each time the relaying of some 50 miles of cable.

In preparation for the Eighth Army's advance after Alamein, stocks had been accumulated and plans laid so that the telegraph and telephone routes could be extended forward with the utmost speed.

By 12th December, 1942, Cairo was connected by telephone and telegraph to Benghazi 11 days after Army Headquarters was established there.

Eventually, on 30th January, 1943, the Chief Signal Officer of the Eighth Army was able to telephone from Tripoli to Baghdad, a distance of more than **2,500 miles**, or twice the distance from London to Moscow.

In North Africa Royal Signals found the national system of communications in a state of utter neglect and the telephone system inadequate. They installed a new national telephone service, testing all the existing installations and replacing many hundreds of cracked insulators. Linemen set up more than 400 miles of overhead wires and many more hundreds of ground lines. A high-speed mobile station (the "Golden Arrow") keeps armies in the field in touch with G.H.Q. and the War Office. Each "Golden Arrow" can transmit and receive **30,000 words a day** over considerable distances.

SPECIAL DUTY UNITS

New branches formed to meet the needs of modern warfare as disclosed by experience are :—

Glider Pilot Regiment, whose duty it is to transport airborne troops by glider. Glider pilots are volunteers from the Army and trained to fly by the R.A.F.

The Parachute Regiment

Tactical use of Paratroops includes the capture of bridges and airfields, the seizing of ports and beaches for seaborne operations, or the isolating of the enemy's front line force from his reserves, by attacking and holding key points behind lines. They may constitute the advance guard for larger forces of airborne troops brought up in gliders or transport aircraft.

Paratroops were used in the attack on the radiolocation station at Bruneval (27.2.42).

The first contact made with the Germans in North Africa was by a battalion of Paratroops. This battalion dropped at Souk el Arba on 16th November, 1942, and took possession of the important airport. British Parachutists captured and held the vital bridge of Primosola in Sicily (14.7.43).

Airborne Troops

Airborne troops are organised like other military formations and include all arms, *e.g.*, infantry, artillery, engineers, medical and other services.

They provide a mobile reserve for any sector. An airborne force armed with a variety of weapons is self-contained with its own artillery, sappers, signals and field ambulance units. British troop-carrying gliders are the "Hotspur" and the "Horsa."

The first phase of the landing in Sicily was entrusted to airborne troops. Some 5,000 Allied airborne troops were used.

ANTI-AIRCRAFT COMMAND

G.O.C.-in-C. : Sir Frederick A. Pile, K.C.B., D.S.O., M.C.

Since the outbreak of war Anti-Aircraft guns have destroyed :—

Over Britain. (From outbreak of war to 26.1.44.)

Category 1	...	...	...	...	769 destroyed.
„ 2	...	...	...	...	233 probably destroyed.
„ 3	...	...	...	...	398 damaged.

Malta

Up to 31st October, 1943 269

Middle East

Middle East and Eighth Army to May, 1943 713

Middle East, June, 1943–October, 1943
(including Aegean) 7

First Army

November, 1942–May, 1943 (including U.S.
anti-aircraft guns) 492

Sicily

July, 1943–October, 1943 (including U.S.
and Canadian anti-aircraft guns) ... 118

Italy

9th September, 1943–October, 1943 (includ-
ing U.S. and Canadian anti-aircraft
guns) 51*
(* 16 not yet confirmed.)

India

Up to November, 1943 32

Far East 100

Battle of France 400 (approx.)

Greece and Crete 110

Gibraltar 11

THE HOME GUARD

Director-General : Major-General Viscount Bridgeman, D.S.O., M.C.

The Home Guard is a local unpaid part-time force which forms part of the armed forces of the Crown. Formed in answer to a broadcast appeal by Mr. Anthony Eden on 14th May, 1940.

In two weeks	...	...	...	400,000 volunteers
In two months	...	...	...	1,060,000 „
October, 1940	...	...	...	1,600,000 „

Compulsory Service introduced 16th February, 1942.

On 6th May, 1943, Viscount Bridgeman, Director-General, stated that the Home Guard was now over 1,750,000 strong.

“ We have now nearly two million resolute trained and equipped men all of whom do their daily work in field or factory and add to it, free, gratis and for nothing but honour, the last and proudest duty of a citizen of the Empire and a soldier of the King.” (Winston Churchill, 14.5.43.)

ARMY CADET FORCE

Colonel-in-Chief : His Majesty the King.

" In the Cadet movements of this country we are seeking to enlist the aid of all the best of our youth, and we rejoice that so many of our boys have a real chance at last to pull an oar in the hard and desperate race for victory." (Lord Croft, Under-Secretary of State for War, 7.3.43.)

The war has led to a great expansion of the Cadet movement.

In 1941 there were 25,000 cadets.

In November, 1941, the Government decided to expand the Army Cadets, and in January, 1942, began to issue free uniform, the battle-dress of the Army.

Sir James Grigg on 25th February, 1943, referred to " the good work done by the much expanded Army Cadet Force in giving pre-service training to some 180,000 boys."

In addition there are 28,000 cadets in the Junior Training Corps.

The Army Cadet Force is one of the recognised national youth organisations. Military training is designed to produce potential leaders through the Certificate " A " examination.

For training purposes Cadet units are affiliated to the Home Guard.

Official Cadet ages are from 14 to 17. They should join the Home Guard at 17.

THE AUXILIARY TERRITORIAL SERVICE

Director : Chief Controller L. V. L. E. Whateley, O.B.E.
(appointed on 30.10.43 in succession to Mrs. Jean Knox).

The A.T.S. is part of the Armed Forces of the Crown and is under the control of the War Office. (Defence Regulations, 1941. Women's Forces.)

Formed : 9th September, 1938.

Statement by Chief Controller L. V. L. E. Whateley, O.B.E., Director of the A.T.S., on 16.12.43

" There are 212,000 women serving their country as members of the Auxiliary Territorial Service. In the United Kingdom there are more than 200,000 auxiliaries and more than 6,000 officers. Nearly a third of the women serving in this country are tradeswomen—that is to say that they have qualified in a skilled trade and are directly replacing or supplementing soldier craftsmen. In all there are 80 trades—14 of which are ' Group A ' trades calling for the highest qualifications—such trades as armourers, draughtswomen, fitters and wireless operators fall into this category. There are no fewer than 14 different types of clerk and there are in all more than 30,000 women engaged on clerical duties—replacing men of the Royal Army Pay Corps, Royal Army Ordnance Corps and maintaining records of soldiers in the various Record Offices. There are also 9,000 technical storeswomen who do vital work in Ordnance

Depots; more than 3,000 teleprinter operators and 4,000 switchboard operators assisting the Royal Corps of Signals in manning the vital lines of communication throughout the country and keeping in touch with theatres of war overseas. These are dependent for their existence on the gallant army of 4,000 cooks, of whom 2,000 are tradeswomen cooks and 2,000 assistant cooks who help to feed the men and women serving in this country."

A large number of women auxiliaries are also serving overseas.

CAMPAIGNS

EUROPE

POLAND

1.9.39	...	...	Germany invaded Poland.
27.9.39	...	...	Capitulation of Warsaw.
2.10.39	...	...	All organised resistance ceased.

German Casualties : Killed, 100,000. Wounded, 200,000. (General Sikorski, 1.9.40.)

NORWAY

On 9th April, 1940, the Germans occupied Denmark and key points on the coast of Norway. A small expeditionary force (including a battalion of the French Foreign Legion) was sent from Britain to co-operate with the Norwegian forces.

Allied landing at Narvik, 14th-18th April.

Crisis in France led to withdrawal of the expedition on 10th June, 1940.

Forces engaged :

British 23,800

German casualties :

Killed on land ... 22,000

Killed at sea ... 15,000

(Swedish estimate.)

Troops evacuated (including wounded) : 22,600 (British).

British prisoners of war in Norway, 950.

British occupy Faroe Islands : 16th April, 1940.

British occupy Iceland : 10th May, 1940. American forces landed on 7th July, 1941, and the island was jointly garrisoned for some time.

By the autumn of 1942 most of the British forces had been withdrawn.

FRANCE AND THE LOW COUNTRIES

In September, 1939, the British Expeditionary Force commanded by Lord Gort, V.C., was transported to North-Western France.

Invasion of Holland and Belgium : 10th May, 1940.

Bombing of Rotterdam : 14th May, 1940. (Of the 50,000 civilian casualties reported in Rotterdam, 30,000 were dead.)

Capitulation of Holland : 14th May, 1940.

Germans break across the Meuse (The Battle of the Bulge) : 19th May, 1940.

Germans advance to Channel Ports : 24th May, 1940.

Capitulation of Belgium : 28th May, 1940.

Dunkirk : 28th May–3rd June, 1940.

Forces engaged : 437,000 United Kingdom troops.

Evacuated from Dunkirk : 224,585 British and 112,546 French (and Belgian) troops.

British Casualties : 13,000 dead and 40,000 wounded and unwounded prisoners.

British Material Lost : 700 tanks, 2,400 guns and 50,000 vehicles of all kinds.

German Casualties : Total, 350,000 (semi-official British estimate).

Italy declared war on France and Britain : 10th June, 1940.

Franco-German Armistice : 21st June, 1940. General de Gaulle recognised Leader of the Free French, 28th June, 1940.

Armistice between France and Italy signed in Rome : 24th June, 1940.

Germans occupied Guernsey : 30th June, 1940.

THE CAMPAIGN IN GREECE AND CRETE

Italy attacked Greece on 28th October, 1940, suffering nearly 50,000 casualties. On 6th April, 1941, German forces invaded Yugoslavia and Greece. A British and Imperial force consisting of 35,000 fighting formations and 23,000 administrative units under General Sir Henry Maitland Wilson was sent from General Wavell's force in Libya.

On 25th April, 1941, British troops began to re-embark. Some 45,000 British, Australian and New Zealand men were safely evacuated, a large proportion to Crete. All heavy equipment lost. British casualties, 13,000. German casualties in the Balkans, 25,000.

Crete (28th May–1st June, 1941)

20th May ... Germans invade Crete, bombing intensively and landing troops by airborne troop-carrier, glider and parachute.

1st June ... Evacuation of British Expeditionary Force. (17,000 troops managed to reach Egypt.)

British forces engaged* : 27,550. **German casualties** : 6,000 killed or drowned, 11,000 wounded.

Forces evacuated : 14,580.

British Casualties : 12,900.

* Not all were combatant troops.

Not a quarter were fresh troops.

MIDDLE EAST

British Intervention in Iraq, Syria, Iran

IRAQ (Allied with Britain by Treaty)

- 3rd April, 1941 A hostile *coup d'état* was engineered by Rashid Ali German technicians arrived in French aircraft from Syria.
- 17th April ... An Indian brigade landed to protect the oil supply line.
- 1st May ... British forces attacked by insurgents.
- 31st May ... End of rebellion. Pipe-line secured. Reinstatement of lawful Regent, Emir Abdul Ilah.

SYRIA : 8th June-13th July, 1941

Infiltration of German air forces into Syria led to a joint advance by British (under General Wilson) and Free French (under General Catroux) from Palestine and Transjordan. After some resistance Vichy France agreed to a convention.

14th July ... Allied Forces occupied Syria.

"1,000 to 1,500 British, Australian and Indian soldiers were killed or wounded in the Syrian Campaign."

(Winston Churchill, 9.7.41.)

IRAN : 25th-28th August, 1941

Failure to expel large numbers of German "tourists" led to the advance of British and Russian troops into Persia.

9th September Government of Persia signed a treaty of alliance with Britain and U.S.S.R.

16th September Shah of Persia abdicated in favour of his son.

19th September British forces reached Teheran.

Casualties : Total British casualties were less than 100.

(Anthony Eden, 25.10.41.)

"We have consolidated our position in Palestine and Iraq. We have taken effective control of Syria and provided for the security of Cyprus. Finally, by the swift, vigorous campaign in Persia we have joined hands with our Russian Allies and stand in the line to bar the further Eastward progress of the enemy."

(Winston Churchill, 8.9.41.)

AFRICA

EAST AFRICAN CAMPAIGN

British Somaliland

4th August, 1940 Italians invaded British Somaliland with an army of 25,000 men.

16th August, 1940 British evacuated British Somaliland.

16th March, 1941 British recaptured Berbera.

Italian East Africa

During the autumn of 1940 reinforcements reached East Africa and Italian military power was broken by a gigantic pincer movement from the North with forces based on the Sudan under General Platt and from the South with forces based on Kenya under General Cunningham. General Platt's army conquered Eritrea and broke the core of Italian resistance in East Africa at Keren, while General Cunningham's forces recaptured British Somaliland and opened Addis Ababa for the return of the Emperor, advancing in all 1,725 miles in 53 days.

General Cunningham was in supreme command of the entire campaign.

Main Dates

Eritrea

18th January, 1941 Kassala (Sudan-Eritrea border) reoccupied.
1st February ... Agordat captured.
1st-27th March ... Siege of Keren.

Italian Somaliland and Abyssinia

15th February ... Kismayo captured.
25th February ... Mogadishu captured.
6th April ... Addis Ababa occupied.
19th May ... Duke of Aosta capitulated at Amba Alagi.
4th July ... Remaining Italian forces in S.E. Abyssinia surrendered.
27th November ... Gondar surrendered.

Forces engaged : British (including Dominion, Indian, Colonial) and Allied
Units : 70,000 approx.

Italian : More than 300,000 men.

Casualties : British : not published.

Italian : 289,000 total casualties (including native troops).

Material lost : Italian : 150 tanks ; 800 guns ; thousands of machine-guns and motor vehicles.

NORTH AFRICAN CAMPAIGNS

I **Italian Offensive :** Marshal Graziani advanced to Sidi Barrani, 18th September, 1940.

II **First British (Wavell's) Offensive :** 9th December, 1940-8th February, 1941.

British capture Tobruk, 22nd January, 1941.

British reach El Agheila, 2nd February, 1941.

Prisoners taken, 133,295.

Guns captured, 1,300.

III **First German (Rommel's) Counter-Offensive :** 2nd April-15th June, 1941.

Siege of Tobruk began 13th April, 1941.

IV Second British (Auchinleck's) Offensive : 18th November, 1941–January, 1942.

British relieve Tobruk, 26th November, 1941.

British capture Benghazi, 17th December, 1941.

Rommel withdrew to El Agheila, 8th January, 1942.

“ We have lost in killed, wounded and captured about 18,000 officers and men, of whom the greater part are British.” (Winston Churchill, 27.1.42.)

“ 2,908 of the 18,000 casualties in Libya are known to be killed.” (Sir James Grigg, 10.2.42.)

V Second German (Rommel's) Counter-Offensive : 21st January–1st July, 1942.

Germans capture Tobruk, 21st June, 1942.

Germans reach El Alamein, 1st July, 1942.

Germans withdrew after attempted attack on El Alamein, 9th September, 1942.

Between 27th May, 1942, and July, 1942, total British casualties were 80,000, of which more than 50,000 were United Kingdom troops.

VI Third British (Alexander's) Offensive : 23rd October, 1942.

Offensive opens, 23rd October.

British capture Tobruk, 13th November ; Benghazi, 20th November ; El Agheila, 15th December.

“ Between 23.10.42 and 11.11.42 total British casualties were 13,600, of which 58 per cent. were United Kingdom troops.” (Winston Churchill, 11.11.42.)

1943. Buerat, 15th January ; Tripoli, 23rd January ; Mareth, 20th March ; Gabes, 29th March ; Akarit position, 6th April ; Sfax, 10th April ; Sousse, 12th April.

In 19 days (4th–23rd November, 1942) the British Eighth Army advanced some 830 miles from El Alamein to Jedabya—an average of over 43 miles a day. In 80 days (excluding pauses at Agheila and Buerat) the Eighth Army advanced nearly 1,400 miles.

V I Allied Offensive in Tunisia

Allied forces land in North-West Africa, 8th November, 1942.

Advanced forces of First Army (General Anderson) enter Tunisia, 16th November.

Vanguard of First Army reached Jedeida, 28th November.

First Army withdraw to line centred on Medjez-el-Bab, 10th December.

1943

- 15th-18th February Enemy occupy Gafsa, Kasserine, Sbeitla.
- 26th February–
1st March Allied forces recapture Kasserine Pass and Sbeitla.
- 26th February–
3rd March Enemy capture Sejenane.
- 17th-23rd March ... American II Corps (General Patton) recapture Gafsa, El Guettar and Maknassy.
- 30th March ... Allied forces recapture Sejenane.
- 7th April Eighth Army make contact with American II Corps.

VIII Final Assault by Eighteenth Army Group (General Alexander)

- 19th April... Eighth Army assault Enfidaville line.
- 21st April... First Army assault Medjez-el-Bab–Bou Arada line.
- 26th April... French forces advance to Pont-du-Fahs.
- 26th April... First Army clear Longstop Hill.
- 3rd May ... U.S. II Corps capture Mateur (General Bradley).
- 7th May ... U.S. forces capture Bizerta.
- 7th May ... First Army capture Tunis.
- 12th May ... General Von Arnim, Commander of Axis Forces in Tunisia, surrendered to the 4th Indian Division.
- Marshal Messe, Commander of the Italian 1st Army, surrendered to the Eighth Army.
- 13th May ... The last remnants of the Axis forces still in the field surrendered at 11.45 a.m. in the Zaghouan area.

“The African excursions of the two Fascist Dictators has cost their countries in killed or captured 950,000 soldiers. In addition nearly 2,400,000 gross tons of shipping have been sunk and nearly 8,000 aircraft destroyed, both of these figures being exclusive of large numbers of ships and aircraft damaged. There have also been lost to the enemy 6,200 guns and 2,500 tanks and 70,000 trucks, which is the American name for lorry.” (Winston Churchill, 19.5.43.)

General Eisenhower to Marshal Vassilevsky :

“Throughout the operations we have followed with unceasing interest and have been inspired by the brilliant performance of the Red Armies, we hope the quarter of a million prisoners that surrendered in the final phase of the Tunisian fighting and the 2,200 Axis aircraft destroyed here during this campaign have definitely weakened Hitler’s band of brigands.” (23.5.43.)

UNITED KINGDOM TROOPS IN AFRICA

EIGHTH ARMY

(1) Wavell's Offensive

50 per cent. of the forces were from the United Kingdom.

(2) Auchinleck's Offensive .

Over 50 per cent. of the forces were from the United Kingdom, all the armoured tank brigades were United Kingdom, and all the armoured car regiments were United Kingdom except two, which were South African.

British casualties were about 18,000, of whom the greater part were United Kingdom.

(3) Alexander's Offensive

Over 60 per cent. of the forces engaged at El Alamein and virtually all the armoured forces came from the United Kingdom.

Total British casualties from 23rd October to 11th November, 1942, were 13,600, of whom 58 per cent. were United Kingdom troops.

(4) Tunisia

76 per cent. of the troops engaged were from the United Kingdom.

It is estimated that 87 per cent. of the casualties suffered by the 8th Army since El Alamein up to 24th April, 1943, were United Kingdom.

FIRST ARMY

Tunisia

90 per cent. of the troops came from the United Kingdom.

EUROPE

ITALIAN ISLANDS

11th June, 1943 Surrender of **Pantellaria** with its garrison of 15,000 men.

12th June ... Capitulation of **Lampedusa**.

13th June ... Surrender of **Linosa** to the British destroyer *Nubian*.
The enemy forces on all three islands estimated at 18,000 men.

SICILY

10th July, 1943 Allied Forces under command of General Eisenhower began landing operations on Sicily.

" The initial assault force on Sicily involved 3,000 ships which carried 140,000 men—Americans, British, Canadians and French—together with 14,000 vehicles, 600 tanks and 1,800 guns. This initial force was followed every day and every night by thousands of reinforcements.

" The meticulous care with which the operation in Sicily was planned has paid dividends. Our casualties in men, ships and material have been low—in fact, far below our estimate."

(President Roosevelt, 29.7.43.)

Main Dates

10th July, 1943	...	Syracuse captured.
17th July	...	Agrigento captured by U.S. Forces.
22nd July	...	Palermo captured by U.S. Forces.
5th August	...	Catania captured by 8th Army.
10th August	...	8th Army and U.S. Forces meet near Bronte.
13th August	...	Randazzo captured by British and U.S. Forces.
15th August	...	Taormina captured by 8th Army.
17th August	...	Messina captured and all enemy resistance ended.
Axis Forces engaged : Approximately 400,000 (including 70,000-75,000 German).		

THE BATTLE OF ITALY

Eighth Army Front

3rd September, 1943	A Military Armistice between the United Nations and the Italian Government signed at Syracuse and subsequently announced by General Eisenhower on 8th September.	
	General Alexander—in command of all Allied Forces on the Italian mainland.	
3rd September	...	British and Canadian troops of the 8th Army commanded by General Montgomery and supported by Allied sea and air power attacked across the Straits of Messina and landed on the mainland of Italy in the area of Reggio di Calabria .
4th September	...	Bagnara captured with the help of a Commando unit.
8th September	...	Pizzo captured by a seaborne assault.
9-11th September	...	Port of Taranto occupied with the assistance of the Royal Navy.
11th September	...	Surrender of Italian Battle Fleet.
21st September	...	Capture of Potenza meant that a large part of the 8th Army was aligned with the 5th Army.
26th September	...	8th Army crossed the Ofanto river.
27th September	...	Foggia captured.
2/3rd October	...	Advanced landing at Termoli supported by Royal Navy. 16th Panzer Division switched from 5th Army front to Termoli area.
9th October	...	Guglionesi (on North side of Biferno river) captured.
13th October	...	Italy declared war on Germany.
14th October	...	Campobasso captured.
15th October	...	Vinchiaturu captured.
23rd October	...	Battle of River Trigno opened.
3rd November	...	San Salvo (on North side of Trigno) captured.

- 3rd November ... Castelpetroso (in central sector) captured.
 5th November ... Vasto (on the Adriatic) captured.
 12th November ... Rionero (in central sector) captured.
 22nd/23rd November **Sangro offensive** opened.
 Bridges over the Sangro River built during the
 night and crossing in strength effected on 23rd
 November.
 27th November ... During the night, British, Indian and New Zealand
 troops launched an attack from Sangro bridge-
 head.
 6th December ... **River Moro** reached.
 8th December ... Canadian troops attacked over Moro River and
 secured a bridgehead.
 10th December ... **San Leonardo** (on North bank of Moro) captured.
 22nd December ... Battle for **Ortona** opened.
 28th December ... **Ortona** captured by Canadians.

Fifth Army Front

- 9th September ... General Clark's 5th Army, consisting of British
 and American Forces, landed in the area of
 Naples under the protection and air cover of
 the Royal and U.S. Navies.
 10th September ... German forces under Field Marshal Kesselring
 seized **Rome**.
 10th September ... **Salerno** captured by 5th Army.
 11th September ... Surrender of Italian Battle Fleet.
 12th-16th September Battle of **Salerno beaches**.
 14th September ... Concentrated attack by North-West African Air
 Forces.
 15th September ... Bombardment from Salerno Bay by battleships
 and destroyers of the Royal Navy.
 18th September ... **Battipaglia** and **Altavilla** captured and battle of
 Salerno won.
 19th September ... Germans retire from **Sardinia** to **Corsica**.
 21st September ... **Eboli** captured. Germans abandoned the Coastal
 Plain.
 23rd September ... Battle for **Naples** opened.
 26th September ... Casano captured.
 27th September ... Camarelle captured—the end of the battle for the
 mountain pass.
 28th September ... Port of Castellammare occupied.
 1st October ... Fall of **Naples**.
 2nd October ... Benevento captured.

4th October	...	Liberation of Corsica achieved.
6th October	...	Capua captured.
12th/13th October	...	Opening of attack on Volturno river.
13th October	...	Advanced seaborne landing under cover of naval guns.
13th October	...	Italy declared war on Germany.
19th October	...	Volturno crossing completed. Pignataro and Dragoni occupied.
21st October	...	Capture of Alife and Piedmonte d'Alife gave 5th Army high positions, in the area of the Matese.
23rd October	...	Sparanise captured (south and east of Monte Massico).
30th October	...	Mondragone occupied.
31st October	...	Teano captured.
3rd/4th November	...	Isernia entered by U.S. patrols, followed a few hours afterward by left flank of 8th Army.
5th November	...	Venafro captured.
7th November	...	Mignano captured.
2nd December	...	Attack launched on enemy positions on Monte Camino and Monte Maggiore .
10th December	...	Camino and Maggiore cleared of the enemy and Rocca Devandre captured.
29th/30th December	...	Commando raid on Argento across mouth of Garigliano river.
7th January, 1944	...	San Vittore captured.
17th/18th January	...	Attack across Garigliano.
20th January	...	Minturno cleared of the enemy.
22nd January	...	Amphibious landings led by Commandos and U.S. Rangers in the area of Nettuno, south of Rome.
24th January	...	Port of Anzio occupied.
30th January	...	American and French troops broke through the Gustav Line north of Cassino.

MADAGASCAR

4th/5th May, 1942	...	British landing in Madagascar in order to forestall Japanese attempts to secure naval and air bases.
7th May	...	Diego Suarez occupied.
18th September	...	On the refusal of the French authorities to accept Allied terms, Tamatave was occupied.
23rd September	...	British troops entered Antananariva, capital of Madagascar.
5th October	...	All main railway systems in British hands.

- 5th November ... Hostilities ceased at the request of the French Governor-General. Armistice terms agreed.
- 14th December ... An agreement covering the administration of Madagascar was concluded between the British Government and the French National Committee in fulfilment of the British promise made in May, when Diego Suarez was occupied, and repeated in September, when the Japanese menace called for a wider occupation of the island. The exercise of French sovereignty was recognised by the appointment of General P. Legentilhomme as Commissioner for the Indian Ocean, and later the appointment of M. de Saint Mart as Governor-General of Madagascar. (24.5.43.)

Terms of the Agreement

"By the terms of this agreement the provisional military administration set up by the British authorities after the occupation of the island of Madagascar will come to an end upon the arrival of General Legentilhomme in this French possession, and the necessary provisions are made for the re-establishment of the exercise of French sovereignty over Madagascar and its dependencies under the authority of the High Commissioner appointed by the French National Committee." (Joint British and French Communiqué, 14.12.42.)

Casualties

"Between 10th September and 17th October, 1942, British casualties were 17 killed and 45 wounded." (Winston Churchill, 10.11.42.)

"We grieve that bloodshed has occurred between the troops of our two countries, whose peoples at heart are united against the common foe. We trust that the French nation in time will come to regard this episode as a recognisable step in the liberation of their country, including Alsace-Lorraine, from the German yoke." (Winston Churchill, 7.5.42.)

THE FAR EAST

HONG KONG

- 7th December, 1941 Japanese attack Pearl Harbour.
- 7th December ... Japanese High Command declared Japan at war with Britain and United States of America.
- 8th December ... Japanese troops crossed the frontier of the Kowloon territory and attacked Hong Kong.
Hong Kong, cut off by sea, was attacked from the mainland.
- 18th December ... Japanese troops landed from the mainland on Hong Kong.
- 25th December ... Hong Kong surrendered.

Forces engaged: 4,000 British, 2,000 Canadians, 2,000 Indians and a local volunteer force of 6,000.

Japanese—Six divisions, each approximately 15,000.

MALAYA

8th December, 1941	Japanese troops landed in Thailand near Malayan frontier.
10th December ...	Japanese seize Kota Bahru airfield.
19th December ...	British evacuate Penang.
29th December ...	British troops withdraw from Ipoh, centre of tin industry.
30th December ...	Heavy air raids on Singapore. Martial law proclaimed.
30th January, 1942	All British withdraw into Singapore.
15th February ...	Fall of Singapore.

Forces engaged : Up to middle of January, 1942, the brunt of the fighting was borne by three British battalions and one division of Indian troops.

Japanese—100,000 men.

BURMA

December, 1941-May, 1942

23rd-25th December, 1941	Air raids on Rangoon and Mingaladon airfields.
15th January, 1942	Japanese advance on Mergui and Tavoy.
19th January ...	British withdraw from Tavoy.
31st January ...	Japanese take Moulmein.
15th February ...	British withdraw to Bilin river
18th February ...	British withdraw from Salween river.
22nd-24th February	Battle of Bilin and Sittang bridgehead.
7th-9th March ...	Evacuation of Rangoon and extrication of British Forces from Pegu.
23rd March... ...	Japanese occupy Andaman Islands.
30th March... ...	Chinese forces evacuate Toungoo.
30th March-1st April	Actions round Prome and Toungoo.
14th-19th April ...	Battle of Yenangyaung.
29th April	Japanese cut Mandalay-Lashio Railway. Fall of Lashio.
1st May	Evacuation of Mandalay. Beginning of British retreat into India.
10th May	Final Japanese attacks repulsed at Kalemmyo and British Army begins crossing into India.

General Wavell to General Alexander's Army

"I have been fully aware of the very difficult conditions under which you have been fighting for the last few months against superior numbers, with the enemy in control of the air and with no relief or reinforcements. These conditions have been inevitable since the Japanese gained temporary command of the sea, which made the holding of Rangoon impossible . . . our main task during these months has been to delay the Japanese so that the defences of India could be reinforced and organised. This you have most successfully and gallantly accomplished in spite of difficulties."

General Wavell at a Press Conference in New Delhi : 28th May, 1942

"I cannot give the exact figures, but of the troops who went from India to Burma certainly more than four-fifths have come back, and we evacuated either by air or ground practically all the sick and wounded."

ARAKAN

A limiting factor in all operations in Burma is the monsoon. A land campaign is only possible during the period between mid-December and the end of April. In Arakan the monsoon and malaria reach their height at the same time.

19th December, 1942 A British force under Lieut.-General Irwin crossed into Burma and occupied the Maungdaw-Buthidaung area. The Japanese withdrew south to strong position in the Mayu peninsula.

January, 1943 ... Slow progress down the Mayu peninsula against strong Japanese resistance. Meanwhile, on the other side of the Mayu River another British Force had advanced to Rathedaung, where they invested a Japanese Force.

February-March ... Japanese brought up reinforcements and launched an attack on the British Force operating against Rathedaung.

April ... In view of imminence of the monsoon, and little prospect of capturing Akyab, the British fell back to positions between Maungdaw and Buthidaung, which were subsequently judged to be untenable in view of enemy infiltration in some strength and the additional difficulties of supply. Light forces only were left in the Arakan hills at Paletwa and contact maintained with the guerrillas and patrol operations.

On 26th March, 1943, General Sir Alan Hartley, Deputy C.-in-C., India, stated that "any operations that we have undertaken have been designed on the basis of the defence of India . . . to prevent parts of the Burma border, like Arakan, being used as a springboard for an attack on

India; and to contain and destroy as many enemy troops as possible with a view to helping ourselves and our Chinese Ally."

Casualties :

British	1,572, including 171 killed.
Indian	1,942 " 221 "
<hr/>	
Total casualties ...	3,514 " 392 "
Japanese	over 4,000; of these 1,000, and probably 2,000, were killed.

The Wingate Expedition

A guerrilla force of British, Burman, Gurkha and Allied troops (the Long Range Penetration Group), commanded by Brigadier (now Major-General) O. C. Wingate, D.S.O., made their way through the jungle from Assam to the west bank of the Chindwin River, and on 16th February crossed into enemy-controlled territory. The force had no supply lines and depended on wireless communication and on supplies dropped by the R.A.F.

Breaking up into columns, the expedition put out of action 100 miles of the Mandalay railway, destroyed many bridges, crossed the Irrawaddy and disorganised the Japanese occupation throughout Northern Burma. The Group traversed some 300 miles of jungle and broken country.

The expedition returned safely by the middle of May, having collected much valuable information.

Among the 11 decorations awarded, 3 went to Burmese officers and men.

WAR IN THE PACIFIC

Between December, 1941, and March, 1942, the Japanese occupied the Netherlands East Indies as well as British North Borneo, Sarawak and Portuguese Timor.

Japanese occupation of the Philippines was completed on 6th May, 1942, with the capitulation of Corregidor. Small guerrilla forces continued a jungle resistance in various parts of the islands mentioned above for varying lengths of time.

CAMPAIGN IN NEW GUINEA

23rd-27th January, 1942 Japanese landings in New Guinea at Lae.

8th March ... Japanese landings at Salamaua.

21st July ... Japanese landed at Gona.

26th August ... Japanese landed Milne Bay.

31st August ... Milne Bay cleared of Japanese.

8th September ... Japanese advanced from Kokoda into Owen Stanley mountains.

2nd November ... Allies capture Kokoda after advancing over Owen Stanley range.

25th November ... Australians reach Gona.
 2nd January, 1943... Allies occupy Buna.
 24th January ... Land fighting in Papua ceased.

Casualties up to 31.3.43 :

Allies ... 4,554 killed and missing, 5,977 wounded.

Japanese losses ... Estimated about 38,000.

30th June, 1943 ... U.S. Forces landed in Nassau Bay.
 3rd July ... U.S. Forces advancing from Nassau Bay made contact with Australian troops.
 16th July ... Allies occupy Mubo.
 14th September ... Australians occupy Salamaua.
 16th September ... Australians capture Lae.
 2nd October ... Finschafen fell to 9th Australian Division.
 26th November ... Sattelberg captured by Australians.
 8th December ... Australians reach Wareo.
 15th December ... Australians capture the Japanese base of Lakona on the Huon Peninsula.
 2nd January, 1944... Elements of U.S. 6th Army landed at Saidor, on north coast.
 17th January ... Australians capture Sio, Japanese base on Huon Peninsula.

NEW BRITAIN

15th December, 1943 U.S. Forces landed at Arawe, on the south coast of New Britain, after a sea and air bombardment.
 26th December ... U.S. Forces landed at Cape Gloucester.

SOLOMONS

Guadalcanal

23rd-27th January, 1942 Japanese landings in the Solomon Islands.
 10th March... Japanese landed on Buka Island.
 6th April ... Japanese landed on Bougainville Island.
 7th-12th August ... American Marines landed on **Guadalcanal**, where they established an airfield, and on three neighbouring islands.
 16th October ... Strong Japanese forces land on **Guadalcanal**.
 7th-13th November U.S. Forces compel enemy to retire in **Guadalcanal**. (All Japanese attempts to bring reinforcements frustrated).
 29th January-4th February, 1943 Engagements between U.S. naval and air forces and Japanese land forces attempting withdrawal.

9th February ... **Evacuation of Guadalcanal** announced by Tokyo Radio.

Casualties :

Allies ... 16,743 killed or died of illness and wounds.

Japanese ... At least 50,000 men (9,000 killed or captured in the land fighting ; 12,000 lost in the sinking of ships, together with an unknown number lost in the sinking of troop transports, in air combats and in U.S. raids on Japanese bases ; 30,000 in the sea battle in November).

Material Lost :

Allies ... 139 aircraft.

Japanese ... 230 aircraft, 30 guns, 25 tanks.

" We may now congratulate our American Allies upon their decisive victory at Guadalcanal, and must also express our admiration for the hard-won successes of the Australian and American Forces who, under their brilliant commander, General MacArthur, have taken Buna, in New Guinea, and slaughtered the last of its defenders. . . ." (Winston Churchill, 12.2.43.)

" Great Britain will continue the war by the side of the United States with the utmost vigour until unconditional surrender has been enforced upon Japan." (Winston Churchill, 12.2.43.)

30th June, 1943 ... U.S. Forces landed on **Rendova Island** (New Georgia Group).

1st July ... U.S. Navy Department announced the capture of Viru Harbour, in New Georgia, 30 miles from important Japanese air base of Munda.

6th August ... U.S. Forces occupy Munda.

15th August ... **Vella Lavella** occupied by Allies.

27th August ... U.S. Forces land on **Arundel**.

28th August ... All Japanese organised resistance in **New Georgia** island had ceased.

5th September ... Allied Forces land on **Santa Ysabel** island.

13th October ... Officially stated that all islands in **New Georgia Group** now in Allied hands.

26th October ... Allied Forces land on **Mono** and **Stirling** islands (Treasury Group).

28th October ... U.S. Paratroops land on **Choiseul** island.

1st November ... U.S. Marines land at Empress Augusta Bay in **Bougainville**.

CENTRAL PACIFIC AREA

Ellice Islands

- 23rd April, 1943 ... Stated that **Funafuti** island had been occupied by U.S. Forces.
- 4th September ... **Nanomea** island occupied by U.S. Marines.

Gilbert Islands

- 20th November, 1943 U.S. Forces establish beachheads on **Tarawa** and **Makin** islands.
- 22nd November ... U.S. Forces land on **Apamama** island.
- 26th November ... Mopping-up operations on Gilbert islands completed.

Tarawa Island lies about 1,500 miles from Truk (Carolines), the main Japanese base in the Central Pacific and some 1,600 miles from Rabaul, in New Britain.

NORTHERN PACIFIC AREA

Aleutian Islands

- 11th May, 1943 ... U.S. Forces landed on **Attu** island.
Japanese casualties—2,000 killed.
- 30th May ... All Japanese organised resistance had ceased.
- 15th August ... U.S. and Canadian troops landed on **Kiska** (where the enemy had a garrison of 10,000 men), previously evacuated by Japanese.

"To-day, in New Guinea . . . Australia is supplying the greater part of the man-power and most of the equipment for her own soldiers. In the whole vast Far Eastern theatre, taking British, Australian and Indian troops, the Empire's contribution in man-power is comparable to America's own." (Mr. Herbert Morrison, Home Secretary, 6.10.43.)

THE WAR IN RUSSIA

"But it must never be forgotten that there was nothing in the whole world, nor could there have been created for several years, any military organism which could ever have given the blows which Russia has given, or survived the losses which Russia has borne. Here, from this City of London at our time-honoured gathering—we salute the Soviet armies and Marshal Stalin." (Winston Churchill, 9.11.43.)

Main Dates

- 22nd June-10th July, 1941 **The German Advance in the Northern Theatre.**
- 1st July ... Germans capture Riga.
- 22nd June-10th July **The German Advance South of the Marshes.**
- 30th June ... Germans capture Lvov.
- 22nd June-18th July **The German Advance in the Finnish Theatre.**
- 18th August ... Germans capture Kingisepp. Leningrad threatened.

10th July-2nd September	...	The German Advance (Northern Sector).
14th August	...	Russians announce their evacuation of Smolensk.
July-September	...	The German Advance (The Ukraine).
19th September	...	Germans occupy Kiev.
16th October	...	Fall of Odessa.
24th October	...	Germans capture Kharkov.
1st November	...	Sevastopol threatened.
3rd November	...	Germans claim capture of Kursk.
16th November	...	Germans capture Kerch.
22nd November	...	Germans enter Rostov.
5th October - 6th December	...	The Battle for Moscow.
20th October	...	The limit of the German advance was between 25 and 30 miles north, west and south of Moscow.
28th November	...	The Russian Counter-Offensive and Winter Campaign.
28th November	...	Russians recapture Rostov.
29th December	...	Russians retake Kerch.
19th January, 1942	...	Russians retake Mozhaisk.
28th January	...	Russians cross upper Donetz into Ukraine.
7th February	...	New Russian offensive launched against Rzhev.
April	...	Russians retake Bielgorod.
8th May	...	Germans launch attack on Kerch Peninsula.
23rd May	...	Withdrawal of last Soviet troops from Kerch announced.
5th June	...	German assault on Sevastopol.
10th June	...	Opening of general German Summer Offensive.
1st July	...	Germans capture Sevastopol (after 7 months' siege).
24th July	...	Germans recapture Rostov.
28th July	...	Germans cross Lower Don into Kuban.
26th August	...	Farthest German advance into Kuban (Mozdok).
6th September	...	Germans capture Novorossiisk.
12th September	...	Germans enter streets of Stalingrad.
19th November	...	End of German advance.
19th November	...	General Russian Counter-Offensive in the South (extending from Voronezh through Stalingrad to Mozdok, in Kuban, and to Tuapse, on Black Sea).
1st January, 1943...	...	Russians recapture Velikiye Luki.
18th January	...	Russians relieve Leningrad (after 17 months' siege).
23rd January	...	Russians recapture Armavir (Kuban).
2nd February	...	German Forces in Stalingrad capitulate.

Stalingrad

Germans began the offensive in August, 1942, and reached the streets of the city by 12th September. German resistance ended on 2nd February, 1943. Russian counter-offensive launched from the north-west began the encircling movement which resulted in the annihilation of the German 6th Army, with the capture of over 91,000 prisoners, including General Field-Marshal von Paulus, 24 generals and over 2,500 officers.

"The battle of Stalingrad ended in the encirclement of a German Army 300,000 strong, its rout and the capture of what remained of it. To get an idea of the magnitude of that battle one must remember that 146,700 dead Germans were picked up on the field and buried." (Marshal Stalin, 7.11.43.)

8th February	...	Russians enter Kursk.
9th February	...	Russians recapture Bielgorod.
14th February	...	Russians recapture Rostov and Voroshilovgrad.
16th February	...	Russians recapture Kharkov.
3rd March	...	Russians recapture Rzhev.
6th March	...	Russians recapture Gzhatsk.
12th March...	...	Russians recapture Vyazma.
		German Counter-Offensive towards the Donetz (from 24th February).
24th February-1st March		Germans reoccupy Donetz industrial area.
14th March...	...	Germans retake Kharkov.
21st March	...	Russians evacuate Bielgorod.
5th-14th July	...	German attacks on Kursk Salient from Bielgorod and from Orel repulsed.

In a review of two years of war, the Soviet Information Bureau issued the following statement :—

"Germany and her allies lost in two years : 6,400 000 officers and men, killed and prisoners ; 56,500 guns of all calibres ; 42,400 tanks and 43,000 aircraft.

"The U.S.S.R. lost in killed and missing : 4,200,000 men, 35,000 guns of all calibres, 30,000 tanks and 23,000 aircraft." (22.6.43.)

15th July	...	Russian Counter-Offensive launched.
5th August	...	Russians capture Orel and Bielgorod.
23rd August	...	Russians recapture Kharkov.
30th August	...	Troops of the southern front captured Taganrog (Colonel-General Tolbukhin).
6th September	...	Konotop captured, important railway junction in Central Russia (General Rokossovsky).
1st-7th September...		Liberation of the Donbas, including the capture of Stalino.
10th September	...	Mariupol , centre of metal industry and port on Sea of Azov, recaptured.

16th September	...	Troops of N. Caucasus front in collaboration with ships and troops of Black Sea Fleet , captured Novorossiisk .
17th September	...	River Desna forced and Briansk captured.
23rd September	...	Poltava , regional centre of Ukraine, captured.
25th September	...	Smolensk and Roslavl (on the Western front) captured.
29th September	...	Russians captured Kremenchug , German bridge-head on left bank of River Dnieper.
7th October	...	Offensive launched along the whole front from Vitebsk sector to Taman peninsula .
7th October	...	Capture of Nevel , important centre of communications in the north-west direction.
7th October	...	Dnieper forced and three bridgeheads established : (1) north of Kiev, (2) south of Pereyaslav, (3) south-east of Kremenchug.
9th October	...	Troops of North Caucasian front liberated the Taman peninsula and freed Caucasus of the enemy. (Marshal Timoshenko and Colonel-General Petrov.)
14th October	...	Troops of south-western front captured Zaporozhe , regional and industrial centre of Ukraine.
23rd October	...	Troops of 4th Ukrainian front captured Melitopol , an important strategical centre in southern direction. (General Tolbukhin.)
25th October	...	Troops of 3rd Ukrainian front, co-operating with troops of 2nd Ukrainian front captured Dnepropetrovsk and Dneprodzherzhinsk (Army-General Malinovsky and Army-General Konev).
6th November	...	Troops of 1st Ukrainian front captured Kiev , capital of the Ukraine (Army-General Vatutin). Kiev had been in German hands since 22.9.41.
7th November	...	Troops of 1st Ukrainian front captured Fastov , large railway junction (General Vatutin).
27th November	...	Troops of the White Russian front captured Gomel , large regional and industrial centre of White Russia (General Rokossovsky).

A special communiqué issued from the Soviet Information Bureau on 4th November, 1943, stated :—

“ From 5th July to 5th November, 1943, the Red Army inflicted heavy losses in man-power and equipment on the German Fascist troops. The enemy lost in killed alone up to 900,000 officers and men ; 98,000 German officers and men were taken prisoner, of whom over half were wounded.

“ Altogether during the summer battles the enemy lost in killed, wounded and prisoners over 2,700,000 officers and men. . . .

“ Altogether from 5th July to 5th November, 1943, the enemy lost : 10,189 aircraft, 17,700 tanks, 19,800 guns, 74,460 machine-guns, 19,180 mortars, 75,982 motor vehicles.”

Marshal Stalin in a broadcast from Moscow on 6th November, 1943, said :—

“ This year is significant because for the first time the Red Army has carried out a summer offensive as a continuation of the preceding winter offensive. On the central front alone our troops have advanced about 1,200 kilometres (750 miles). They have liberated 1,000,000 square kilometres of territory and advanced from Stalingrad to Kherson.”

“ Instead of the 240 divisions which faced our front last year, of which 179 divisions were German, this year the Red Army front is faced by 257 divisions, of which 207 divisions are German.”

10th December	...	Fall of Znamenka (after 3 days' battle), vital railway centre of Dnieper bend (General Konev).
12th December	...	Battle of Kiev Salient reached a pitch “unsurpassed in violence through the whole war.”
13th December	...	Cherkassy, on right bank of lower Dnieper; captured by General Konev's 2nd Ukrainian Army Group.
24th December	...	Troops of the 1st Baltic front captured Gorodok (Army-General Bagramyan).
30th December	...	Offensive in Zhitomir direction in 6 days had advanced from 50 to 100 kilometres, widening the break-through to 300 kilometres along the front. Korostychev, Kazatin , captured and more than 1,000 other populated places. (Army-General Vatutin.)
1st January, 1944	...	Troops of 1st Ukrainian front captured Zhitomir .
3rd January	...	Troops of 1st Ukrainian front captured the railway junction of Novograd-Volynsky .
4th January	...	Troops of 1st Ukrainian front captured Belaya Tserkov .
5th January	...	Troops of 1st Ukrainian front captured the railway junction of Berdichev .
8th January	...	Troops of 2nd Ukrainian front captured Kirovograd , the regional and important industrial centre of the Ukraine (Army-General Konev).
12th January	...	Troops of 1st Ukrainian front captured railway junction of Sarny (Army-General Vatutin).
14th January	...	Mozyr , regional centre of Byelorussia and railway junction of Kalinkovichi , captured by Army-General Rokossovsky's forces.
19th January	...	Troops of the Leningrad front in an offensive from Pulkovo and Oranienbaum captured Krasnoye Selo and Ropsha (Army-General Govorov).
20th January	...	Troops of Army-General Meretskov captured Novgorod .
21st January	...	Troops of Generals Govorov and Meretskov captured railway junction of Mga.
24th January	...	Troops of the Leningrad front captured the towns of Pushkin and Pavlovsk , both large railway junctions.
25th/26th January	...	Troops of Leningrad front captured Krasnogvardeisk .

- 27th/28th January Troops of Volkov front captured railway junctions of Tosno and Lyuban and freed the **main railway line** connecting Moscow with Leningrad.
- 27th January ... Troops of Leningrad front broke through and overwhelmed the permanent German defences before Leningrad, thus **liberating Leningrad from enemy blockade**.
- 29th January ... Troops of 2nd Baltic front captured railway junction of **Novo-Sokolniki**.
- 1st February ... Troops of the Leningrad front captured Kingisepp.
- 3rd February ... Troops of 2nd Ukrainian front linked up with troops of 1st Ukrainian front, thus **encircling an enemy group of 9 infantry divisions and 1 tank division**.
- 5th February *... Troops of 1st Ukrainian front captured Lutsk and Rovno, regional centres of the Ukraine.
- 8th February Troops of 3rd Ukrainian front, in co-operation with troops of 4th Ukrainian front, captured **Nikopol** (Generals Malinovsky and Tolbukhin).

SOME WEAPONS

- 2-Pounder Anti-Tank Gun**—a close combat weapon with a high rate of fire ; ideal for inaccessible places.
- 6-Pounder Anti-Tank Gun**.—This gun and the 25-pounder stopped Rommel in his first drive on Egypt. Later it penetrated the armour of the German Tiger Tanks.
- 17-Pounder Anti-Tank Gun**.—This gun has a semi-automatic breech action which makes it possible to maintain a very high rate of fire. It can be trusted to knock out the most heavily armoured enemy tank at anything up to 1,000 yards range. It measures just over 24 feet from muzzle to end of trail.
- 25-Pounder**—the finest gun of its type. It can fire 3,000 lb. of high explosive in 30 minutes, with an all-round field of fire, and a high angle of elevation. It paved the way for the Eighth Army.
- 4.2-inch Mortar**—essentially an infantry weapon, yet it fires a 20-lb. bomb 4,000 yards. At the peak of its rise the bomb reaches 4,000 feet. It is meant to provide relatively heavy artillery in forward positions.
- 4.5/5.5 Gun Howitzers**.—These guns have a dual-service gun carriage. The 4.5 gun has a high muzzle velocity. At ranges up to 20,500 yards with a projectile of 55 lb. it is highly effective both as a lethal instrument and against earthworks. The 5.5 gun can throw a 100-lb. projectile at a maximum range of over 8 miles, exceeding its German counterpart by nearly 1,500 yards.
- 3.7 and 4.5 Anti-Aircraft Guns**—the standard heavy anti-aircraft weapons of the Army in the field and in fixed defences. The shell of the 3.7 A.A. gun weighs 28 lb. On one occasion a hit was scored against an enemy aircraft flying at 36,000 feet. The shell of the 4.5 A.A. gun weighs 55 lb.

The 40-mm. Anti-Aircraft Gun.—This gun, the "Bofors," can be manned, loaded and put into action within 30 seconds. It fires a 2-lb. direct-action shell at up to 120 rounds a minute.

Small Arms : Automatic Weapons

Bren Gun—the best machine-gun in existence. Designed by the Czechs, it is highly effective under the most severe conditions.

Thomson Sub-Machine-Gun—a close-combat weapon with a high rate of fire, carried also by drivers of vehicles.

The Sten Gun—a close-combat weapon with a high rate of fire, very effective up to 60 yards; cheap to produce and easy to handle; used also by the Home Guard.

THE ROYAL AIR FORCE

" Per Ardua ad Astra "

" Methinks I see her as an eagle mewing her mighty youth and kindling her undazzled eyes at the full midday beam." (Milton, *Areopagitica*.)

" . . . the Service which saved our country from defeat in the Battle of Britain; which shares with the Royal Navy the responsibility for the protection of our sea routes; which clears the skies above our troops in their land battles; and smashes the transport and disrupts the land and sea communications of their enemies; and which is carrying the war into the heart of Germany and Italy, destroying the very sources of their war power." (Sir Archibald Sinclair, 21.5.43.)

" The great offensive weapon of to-day . . . —and offence, not defence, wins wars—is air power, and those who are responsible for the air forces of the world will also be responsible for keeping the peace of the world." (Marshal of the Royal Air Force Viscount Trenchard, 21.5.43.)

AIR COUNCIL

(as on 29.2.44).

The Rt. Hon. Sir Archibald SINCLAIR, Bt., K.T., P.C., C.M.G., M.P.,
Secretary of State for Air.

Captain H. H. BALFOUR, M.C., M.P., Under-Secretary of State for Air.
Lord SHERWOOD, Under-Secretary of State for Air.

Air Chief Marshal Sir Charles F. A. PORTAL, G.C.B., D.S.O., M.C., Chief
of Air Staff.

Air Marshal Sir Douglas EVILL, M.C.B., D.S.C., M.C., Vice-Chief of Air
Staff.

Air Vice-Marshal N. H. BOTTOMLEY, C.B., C.I.E., D.S.O., A.F.C., Deputy
Chief of Air Staff.

Air Marshal Sir Bertine SUTTON, K.C.B., D.S.O., C.B.E., M.C., Air Member
for Personnel.

Air Chief Marshal Sir Christopher L. COURTNEY, K.C.B., C.B.E., D.S.O.,
Air Member for Supply and Organisation.

Air Marshal R. M. DRUMMOND, C.B., D.S.O., O.B.E., M.C., Air Member
for Training.

Air Marshal R. S. SORLEY, C.B., O.B.E., D.S.C., D.F.C., Controller of
Research and Development.

Sir Arthur STREET, K.C.B., C.B., C.M.G., C.I.E., M.C., Permanent Under-Secretary of State for Air.

Sir Harold HOWITT, D.S.O., M.C., F.C.A., Additional Member.

AIR OFFICERS COMMANDING IN CHIEF OF COMMANDS

(as on 9.3.44)

I. Great Britain

Allied Expeditionary Air Force. Air Chief Marshal Sir Trafford LEIGH MALLORY. (*See Appendix V.*)

Air Defence of Great Britain: Air Marshal Sir Roderic M. HILL.

No. 2 Tactical Air Force: Air Marshal Sir Arthur CONINGHAM, K.C.B., D.S.O., M.C., D.F.C., A.F.C.

Bomber Command

(Acting) Air Chief Marshal Sir Arthur T. HARRIS, K.C.B., O.B.E., A.F.C.

Coastal Command

Air Chief Marshal Sir Sholto DOUGLAS, K.C.B., M.C., D.F.C.

Transport Command

Air Chief Marshal Sir Frederic BOWHILL, G.B.E., K.C.B., C.M.G., D.S.O.

Flying Training Command

Air Marshal Sir Philip BABINGTON, K.C.B., M.C., A.F.C.

Technical Training Command

Air Marshal Sir Arthur S. BARRATT, K.C.B., C.M.G., M.C.

Maintenance Command

(Acting) Air Marshal Sir David G. DONALD, K.C.B., D.F.C., A.F.C.

Balloon Command

(Acting) Air Vice-Marshal W. C. C. GELL, D.S.O., M.C.

II. Mediterranean. (*See Appendix V for complete Mediterranean Allied Command.*)

Desert Air Force

Air Vice-Marshal H. BROADHURST, D.S.O., D.F.C., A.F.C.

Coastal Air Force

Air Vice-Marshal Sir Hugh P. LLOYD.

Deputy Commander, No. 1 Tactical Air Force

Air Vice-Marshal J. H. D'ALBIAC, C.B., D.S.O.

Malta

(Acting) Air Vice-Marshal A. H. WANN.

III. Middle East

Air Officer Commanding in Chief

(Acting) Air Marshal Sir Keith R. PARK, K.B.E., C.B., M.C., D.F.C.

Egypt :—Air Vice-Marshal R. E. SAUL, D.F.C.

Levant (including Syria, Palestine, Transjordan, Cyprus) :—

Air Commodore B. McENTEGART, C.B.E.

Iraq and Persia :—Air Vice-Marshal R. P. WILLOCK, C.B.

Aden :—Air Vice-Marshal F. H. McNAMARA, V.C.

E. Africa :—Air Commodore H. S. KERBY, D.S.C., A.F.C.

IV. South-East Asia. (*See Appendix V for complete South-East Asia Command.*)

Air Officer Commanding in Chief

Air Marshal Sir Richard E. C. PEIRSE, K.C.B., D.S.O., A.F.C.

Eastern Air Force :

Tactical Air Force :—Air Marshal Sir John BALDWIN.

V. Ceylon

VI. Western Africa

VII. Iceland

VIII. Azores

Commander-in-Chief : Air Vice-Marshal G. R. BROMET, C.B.

IX. Northern Ireland

Air Vice-Marshal J. B. COLE-HAMILTON, C.B.E.

X. R.A.F. Station, Gibraltar

Air Vice-Marshal W. ELLIOT, C.B., C.B.E., D.F.C.

XI. Other Officers

R.C.A.F. in Great Britain

Air Marshal L. S. BREADNER, C.B., D.S.O.

R.A.F. Delegation in Washington, D.C.

Air Marshal Sir William L. WELSH, K.C.B., D.S.C., A.F.C.

R.A.F. Mission in Moscow

Air Marshal Sir John T. BABINGTON, K.C.B., C.B.E., D.S.O.

Deputy Chief of Combined Operations

Royal Observer Corps

(Acting) Air Commodore F. CRERAR, C.B.E.

Chief Commandant and Director-General of the A.T.C.

Air Marshal Sir Leslie GOSSAGE, K.C.B., C.V.O., D.S.O., M.C.

Inspector-General of the R.A.F. and Principal A.D.C. to H.M. the King

Air Chief Marshal Sir Edgar B. LUDLOW-HEWITT, C.B.E., K.C.B.,
C.M.G., D.S.O., M.C.

BOMBER COMMAND

(Metropolitan Air Force)

A.O.C.-in-C. : Air Chief Marshal Sir A. T. Harris, K.C.B.

" . . . a heavy bomber offensive is an indispensable preliminary to a successful invasion of Europe." (Sir Archibald Sinclair, 28.2.42.)

" . . . Bomber Command, that mighty battering ram of the Royal Air Force. . . . There is only one hope of getting to Berlin without the slaughter which the land battles of the last war entailed, and that is the paralysis of German war power by Bomber Command." (Sir Archibald Sinclair, 21.5.43.)

Bomber Command is now twelve times as strong as at the outbreak of war. The heaviest bomb now in use (12,000 lb., or 5½ tons) is approximately 24 times heavier than the heaviest bomb used in March, 1940; the maximum bomb load now carried is three times as great as that of 1939.

During 1942, Bomber Command made only 17 raids in which more than 500 tons of bombs were dropped, with the exception of the three 1,000-bomber raids (Cologne, 30/31.5.42; the Ruhr (Essen), 1/2.6.42; Bremen, 25/26.6.42), in each of which 1,200-1,500 tons were dropped.

During one period of 6½ months in 1943 (February to mid-August), Bomber Command made 30 raids of between 500 and 1,000 tons; 16

raids of between 1,000 and 1,500 tons ; 9 raids of between 1,500 and 2,000 tons, and 8 raids exceeding 2,000 tons.

In the first quarter of 1943, despite winter weather which had always previously reduced the activity of the Command, sorties were over twice as many as in the corresponding quarter of 1942, and nearly five times as great a weight of bombs was dropped.

On 72 out of 100 nights between 9th July and 17th October, 1943, Bomber Command made raids on enemy-occupied territory, the target on 56 nights being Germany itself. While the Luftwaffe dropped 480 tons of bombs on Britain during this period, Bomber Command dropped 48,000 tons on Germany, thus averaging as many tons in one night as the Luftwaffe dropped in 100 nights.

During the first 10 months of 1943, Bomber Command released over the whole of occupied Europe 130,000 tons of high-explosive and incendiary bombs, of which 85 per cent.—112,000 tons— fell on Germany itself. With the raid on Berlin on 23rd/24th December, the total weight of bombs on Germany since war began was brought up to 200,000 tons, half of which had fallen in the last seven months of 1943 alone.

Three outstanding battles have marked the 1943 air campaign : the battle of the Ruhr, the battle of Hamburg and the battle of Berlin. The battle of the Ruhr began with an attack on Essen on the night of 5th March, and continued for several months. Immense destruction was caused to seven of the major industrial cities, including Cologne, Essen, Dortmund, Düsseldorf, Wuppertal, Bochum and München-Gladbach-Rheydt. Smaller cities in the same industrial area were also very seriously damaged. By 2nd September, 1943, 50,000 tons of bombs had been dropped on the Ruhr alone since the beginning of the year.

The battle of Hamburg was fought between 24th July and 3rd August. On three nights alone (24th/25th, 27th/28th and 29th/30th July) more than 7,000 tons of bombs were dropped—compared with 7,500 tons which the Luftwaffe dispersed over the whole London area in 11 months between September, 1940, and July, 1941. In all, 11,000 tons of bombs were dropped on Hamburg during 1943, and three-quarters of the town destroyed.

The battle of Berlin began with a heavy attack on the night of 18th November, 1943, and in 14 raids up to the end of January, 1944, some 21,300 tons of bombs were dropped. Berlin is thus the most heavily bombed city in the world, the total tonnage dropped since the beginning of 1943 being 28,300.

In conclusion, during the year 1943, 9 out of Germany's 21 major industrial cities with a population of over 250,000 were so seriously devastated that in all probability they have been forced for some time to consume more than they produce, and very severe damage was done to at least seven more industrial cities with populations of over 200,000.

Bomber losses are now under 5 per cent. ; for every ton of bombs dropped, more damage is inflicted than a year ago, but only half the number of men and aircraft are lost as compared with the earlier days of the war. For instance, in July, 1943, 80 tons of bombs were dropped for every aircraft lost, compared with 40 tons in July, 1942 ; the loss of personnel per unit of bombs dropped fell to just half the figure incurred the previous year. The percentage remained consistently lower during

1943 than in 1942, and in the later months of 1943 it was lower than in the earlier months. During the 1943 offensive, Bomber Command lost an average of one aircraft for each 55 tons of bombs dropped on Germany and Northern Europe.

For every man who actually takes part in a major bombing raid, half a ton of explosives is dropped; as many as 100,000-120,000 men may be engaged in the preparation and execution of the raid.

The Anglo-U.S. bombing offensive against Germany is already containing some 3,000,000 able-bodied men in Germany. Fifty per cent. of the enemy's day fighters and 85 per cent. of his night fighters were based on the Western front at the beginning of September, 1943, for defence against bombing.

Mine-Laying

In 15 months up to October, 1942, Bomber Command aircraft flew over 3,000,000 miles to lay mines; in one week in November, 1942, Bomber Command aircraft laid 500 mines in enemy waters.

On one night in April, 1943, Bomber Command aircraft laid more mines in enemy waters than on any previous occasion. On that night and the preceding one, as many mines were laid as the R.A.F. had hitherto normally laid in a month, or as were laid in the whole of 1941.

In spite of the great increase in the bombing offensive during 1943, Bomber Command was able to lay more mines than in any previous year.

COMPARATIVE TABLE

(to show tonnage of bombs dropped)

<i>Period</i>	<i>By R. A. F. on Germany</i>		<i>By Luftwaffe on Britain</i>	
		<i>Tons</i>		<i>Tons</i>
3rd quarter, 1940	...	2,750		18,900
4th quarter, 1940	...	2,500		17,000
1st quarter, 1941	...	2,700		8,000
2nd quarter, 1941	...	7,200		11,600
3rd quarter, 1941	...	8,800		1,600
4th quarter, 1941	...	4,300		600
1st quarter, 1942	...	3,500		250
2nd quarter, 1942	...	12,300		1,700
3rd quarter, 1942	...	15,600		600
4th quarter, 1942	...	5,600		250
1st quarter, 1943	...	17,400		800
2nd quarter, 1943	...	36,700		700
3rd quarter, 1943	...	44,300		less than 500
4th quarter, 1943	... nearly	38,000	.. ..	500

(For other achievements of R.A.F. bombers, see also under Mediterranean Theatre. pp. 84-87, and Far Eastern Theatre, p. 88.)

FIGHTER COMMAND

(Metropolitan Air Force)

1939-February, 1944.

"Never in the field of human conflict was so much owed by so many to so few." (Winston Churchill, 20.8.40.)

During the Battle of Britain (8th August-31st October, 1940) 2,375 enemy aircraft were destroyed in daylight by fighters and anti-aircraft fire; the R.A.F. lost only 733 aircraft, a ratio of 3-1, and 375 pilots killed.

Night fighters began to take toll of enemy night raiders in the spring of 1941. In May of that year, 106 were destroyed at night, the highest score being on 10th May, when of the 33 destroyed in all, 26 fell to fighters.

Night "intruder" operations (to intercept raiders over their own bases) began early in 1941. The best month for night fighter activities since May, 1941, was July, 1942, when 43 enemy aircraft were shot down over this country and 41 over Europe.

Fighter "sweeps" across the Channel also began early in 1941. In two years Fighter Command destroyed over 1,300 aircraft in these operations alone.

It is estimated that 150 German locomotives a month are being destroyed or damaged by fighters and fighter-bombers operating over Europe by day and by night.

The largest single operation undertaken by Fighter Command in 1942 was the air support given to the Combined Operations at Dieppe on 19th August, when over 2,500 sorties were made during the day.

Besides their independent operations, aircraft of Fighter Command are employed, in numbers running into many hundreds, to escort R.A.F. and 8th U.S.A.A.F. daylight bombers, and to make diversionary sweeps. On 31st July, 1943, nearly 550 were engaged on escorting and offensive operations.

Fighter Command is also responsible for the protection of convoys at close range. In one month an average of 2,000 sorties are made. As many as 18 convoys have come under fighter protection in a single day.

During 1942, fighters operating from one Group alone destroyed more than 500 aircraft in offensive and defensive operations. One sector of Fighter Command in south-east England has destroyed 1,000 enemy aircraft since the outbreak of war.

In July, 1943, offensive activity by Fighter Command reached a record level; more than 11,000 sorties were made in daylight; operations were carried out every day and on 23 nights. The weight of bombs dropped by fighter-bombers alone was more than double that dropped by German aircraft on Britain during the same period.

Out of 169 enemy aircraft destroyed by Fighter Command and anti-aircraft guns during September, 1943, 132 were brought down by day fighters in offensive operations across the Channel, and 20 by Intruders.

This brought the fighter score for the first nine months of 1943 to over 600.

The total number of sorties made by Fighter Command aircraft in four years of war was 528,000.

The total number of Axis aircraft destroyed by all means over Great Britain and Europe since the outbreak of war stood at 6,909 at the end of 1943. During the same period, R.A.F. losses were 7,851. In all operations during 1943, for every one of our fighters lost two German aircraft were destroyed, and more than 80 per cent. of these were shot down over the enemy's side of the Channel.

No. 2. TACTICAL AIR FORCE

A.O.C. : Air Marshal Sir Arthur Coningham, K.C.B., D.S.O.,
M.C., D.F.C., A.F.C.

On 14th June, 1943, the formation of the Tactical Air Force was announced.

It was located in Fighter Command in order to ensure close integration of the work of the tactical reconnaissance aircraft and light bombers with that of the main fighter force.

The Tactical Air Force has therefore absorbed the previously existing Army Co-operation Command. The change has been made as a result of experience gained in the fighting in North Africa, and the organisation conforms closely to that in the Mediterranean theatre.

In the absence of land fighting in the West, little can be said of the activities of the Tactical Air Force, but an indication of its capacity was given by the air support for the amphibious exercise in the Channel on 9th September, 1943. During the week ended 9th September more than 5,000 fighter sorties were flown; on each of two days more than 1,000 were flown, and in the last 24 hours of the week more than 2,000 fighter and 1,000 bomber sorties were carried out over the Channel and Northern France.

ARMY CO-OPERATION COMMAND

A.O.C.-in-C. : Air Marshal Sir Arthur S. Barratt, K.C.B., C.M.G., M.C.
(December, 1940-June, 1943)

Army Co-operation Command was formed to organise, experiment and train in all forms of land-air co-operation.

The training of parachute troops and glider pilots, and the development of close-support tactics, were the chief functions of the Command.

Before the Combined Operations at Dieppe on 19th August, 1942, vital reconnaissance flights were made by aircraft of the Command, which, together with Fighter Command, made 2,500 sorties during the day.

AIR DEFENCE OF GREAT BRITAIN

A.O.C. : Air Marshal Sir Roderic M. Hill.

The formation of the Air Defence of Great Britain was announced on 29th February, 1943. Under the Allied Expeditionary Air Force,

it forms the defensive component, while No. 2 Tactical Air Force and the 9th U.S.A.A.F. form the offensive component. Fighter Command as such has ceased to exist.

COASTAL COMMAND

(Metropolitan Air Force)

A.O.C.-in-C. : Air Chief Marshal Sir Sholto Douglas, K.C.B.,
M.C., D.F.C.

" Find the enemy ; strike the enemy ; protect our ships ! " (*Coastal Command*).

" The main task of the Command is still, and will always be, the Battle of the Atlantic." (Air Marshal Sir Philip Joubert de la Ferté, K.C.B., C.M.G., D.S.O.)

Coastal Command now has more aircraft than had the entire R.A.F. at the beginning of the war, and 75 per cent. of its activities are of an offensive nature.

Aircraft of Coastal Command are active daily over an area of more than 10,000,000 square miles.

Since the beginning of the war, Coastal Command has flown more than 100,000,000 miles. There has not been a single day on which an aircraft of the Command was not out on an operational sortie ; more than 100,000 sorties have been made in all, and the present monthly average is over 3,000.

In 3½ years of war it took part in the escort of more than 5,300 convoys, excluding naval convoys and single ships.

During the same period, aircraft of the Command made over 31,600 sorties on convoy escort alone and engaged 1,628 enemy aircraft. Convoys were escorted on 29 days out of 31 in July, 1943.

Aircraft of Coastal Command flew a mileage equivalent to 50 times round the world to guard the Armada-carrying troops and freight for the Allied landings in North Africa in November, 1942.

In two years more than 1,000 enemy ships were attacked, of which 287 are known to have been destroyed or damaged.

By the end of 1942, Coastal Command was making nearly twice as many offensive as non-offensive sweeps, without reducing the number of the latter.

During 1943 approximately 39,000 sorties were undertaken by Coastal Command, including strikes by squadrons attacking enemy ships ; more than 30,000,000 miles were covered, of which 25,000,000 were flown on anti-U-boat operations.

For every aircraft on convoy escort, 4 are engaged on anti-submarine sweeps. It is estimated that 1 out of every 3 U-boats crossing the Bay of Biscay is attacked. The enemy is now sending out groups of U-boats for mutual protection from air attack ; it has become the practice for U-boats to stay on the surface and fight it out with attacking aircraft.

Because of the work of Coastal Command, no U-boat to-day dares show itself on the surface within 400 miles of our shores. " Very long

range" aircraft (*i.e.*, Liberators) are attacking U-boats many hundreds of miles out to sea. Together with the other Coastal Command aircraft, in the U.K., Iceland, Gibraltar and the Azores, and with squadrons of the R.C.A.F. operating from Newfoundland, the whole of the North Atlantic is now covered by shore-based aircraft.

Since the beginning of the war, more than 900 attacks on U-boats have been made by aircraft of Coastal Command. In 1943 alone, more U-boats were destroyed by Coastal Command than its aircraft had destroyed in the three previous years together.

During one period of eight days in November, 1943, aircraft of Coastal Command and of the U.S. Navy operating with Coastal Command inflicted severe losses on a U-boat pack which attempted to attack 3 Atlantic convoys. The aircraft attacked 15 U-boats and definitely sank 6 of them.

Aircraft of the **R.A.F. Photographic Reconnaissance Unit**, which is under the operational control of Coastal Command, have, in 18 months, covered more than 3,500,000 miles, mostly over Germany and Occupied Europe. A single unit has delivered as many as 15,428 pictures in one short period of time.

TRANSPORT COMMAND

A.O.C.-in-C.: Air Chief Marshal Sir Frederic Bowhill, G.B.E., K.C.B., C.M.G., D.S.O.

The formation of Transport Command was announced on 11th March, 1943, by the Secretary of State for Air. In addition to controlling the operations of air transport squadrons at home, the Command is responsible for the organisation and control of strategic air routes, all overseas ferrying, and the reinforcement moves of squadrons to and between overseas theatres.

Ferry Command, which operated the Atlantic routes, was thus absorbed by Transport Command.

American bombers have arrived in Britain within 24 hours of leaving the factory, by one of the Atlantic routes.

British Overseas Airways personnel, who operate the North Atlantic Return Ferry Service, have made nearly 700 Atlantic crossings in two years—an average of more than one flight every 24 hours.

The first glider to cross the Atlantic was towed over by an aircraft of R.A.F. Transport Command; the journey was made in 28 flying hours, and established several records.

The fastest Atlantic crossing to date was made by a fully laden Liberator in 7 hours 16 minutes.

In the year ended September, 1943, the accident rate on the North Atlantic crossing was less than half of 1 per cent. The 10,000th aircraft crossing of the Atlantic since the inauguration of the regular Atlantic Ferry was completed on Christmas Eve, 1943.

In March, 1943, one flight of 8 transport aircraft flew over 1,100,000 miles and carried loads amounting to 1½ million lb. to Malta, including 4,000 passengers and 946,529 lb. of freight.

The first direct flight between the U.K. and British West Africa—

3,150 miles—by a passenger-carrying aircraft, was recently made by a Liberator of Transport Command, in just under 16 hours.

Aircraft of a transport group in the Middle East played their part in the campaigns in Africa, Sicily, and now in Italy, bringing up supplies and evacuating wounded. In the past year, this group has been expanded many times over. Ten of its aircraft were among the first to land in Sicily. About 15 000 wounded were evacuated by air from Sicily, and more than 15,000 have already been evacuated from Italy.

An extensive network of transport services has been developed in India, linking Delhi, Calcutta, Ceylon and Bombay; and on these routes Transport aircraft now operate many thousands of miles a week. In all, Transport Command operates over 45,000 miles of regular routes.

TRAINING COMMANDS

Flying Training Command :

A.O.C.-in-C. : Air Marshal Sir Philip Babington, K.C.B., M.C., A.F.C.

" . . . we have raised the standards and lengthened the period of air-crew training at a time when the enemy has been forced severely to reduce the length of his training courses and to accept a lower standard of air-crew efficiency. The fruits of our training are reflected in the greatly increased impact of the R.A.F.—and especially of Bomber Command—on the enemy." (Sir Archibald Sinclair, 11.3.43.)

There has been a 20 per cent. decrease in the number of failures during the first-stage of pilot training.

There was also a 20 per cent. decline in the accident rate between 1942 and 1943.

The total output of trained air crews was substantially higher in 1942 than in 1941, and continued to increase in 1943.

Technical Training Command :

A.O.C.-in-C. : Air Marshal Sir A. S. Barratt, K.C.B., C.B.E., D.S.O.

There are over 60 trades, covering every aspect of the organisation and maintenance of the R.A.F., in which training is given.

An important aspect of the work of Technical Training Command is Rehabilitation. More than 80 per cent. of the injured air crews sent to Rehabilitation centres are able to return to their units.

BALLOON COMMAND

A.O.C.-in-C. : Air Vice-Marshal W. C. C. Gell, D.S.O., M.C.

Although not primarily intended to bring down enemy aircraft, balloons have, in fact, accounted for a number of them.

The first hostile aircraft to be claimed by a British balloon in this war was brought down in June, 1940, by the barrage flown by Balloon Command at Le Havre.

On 4th August, 1940, a convoy left port for the first time protected by balloons of Balloon Command.

The training of women to replace men on balloon sites began early in 1941. For every balloon site manned by the W.A.A.F. at the beginning of 1942 there were 19 at the beginning of 1943. Early in 1943 it was

announced that in future 47 per cent. of the strength of the Command would be composed of women.

MAINTENANCE COMMAND

A.O.C.-in-C. : Air Marshal D. G. Donald, C.B., D.F.C., A.F.C.

Maintenance Command was formed in March, 1939, to administer all home storage units and depots.

In four years it has expanded to 20 times its original size, and now employs twice as many men and women as were in the entire R.A.F. in March, 1939.

The Command began with 6 units and under 7,000 personnel ; there are now at home, 200 maintenance units, employing scores of thousands of R.A.F. personnel as well as civilians.

In the words of the Secretary of State for Air, Sir Archibald Sinclair (11.3.43), "these units hold and distribute every kind of item which the R.A.F. requires—from a Lancaster to a pair of boots"—both at home and abroad.

The Catalogue of Maintenance Command contains over 750,000 items, and one volume alone weighs 24 lb.

The Command receives on an average over 60,000 demands a day, and in 1942 handled 250,000 tons of equipment and stores a month—6 tons a minute, day and night.

In February, 1942, the Command's Depots received 27,000 loaded railway wagons, and issued 2,250,000 items of all kinds.

Motor transport controlled or used by the Command has recently been covering a distance equivalent to three times round the world a day.

Some idea of the vast stocks of fuel held by Maintenance Command may be gained from the fact that a single Lancaster bomber uses about 2,000 gallons of 100-octane petrol in one trip to the Ruhr and back.

GROUND SERVICES

Without the ceaseless work of R.A.F. ground crews it would be impossible for the R.A.F. to mount an air offensive at all. It takes 47 men and 1 girl, exclusive of the air crew, to put one Lancaster bomber into the air.

R.A.F. Servicing Commandos have been largely responsible for the air support given to the Allied armies in North Africa, Sicily and Italy, by the speed with which they have put captured airfields into commission and kept the aircraft flying.

WORKS DEPARTMENT

The Air Ministry Works Department is responsible for the construction of airfields—runways, buildings, storage dumps and depots, training schools, Command Headquarters, etc.—throughout Great Britain. Airfields in Great Britain now cover 250,000 acres, and estimated expenditure on airfields and other establishments for the R.A.F. and U.S.A.A.F. in Great Britain is approximately £615,000,000. In addition, extensive building has been done overseas, notably in the Mediterranean area and the Middle East.

The total area of paved runways and perimeter tracks in Great Britain is almost 160,000,000 square yards, the equivalent of 9,000 miles of 30 ft. wide road. This has entailed the carriage of 30,000,000 tons of ballast materials. At one airfield 180,000 square yards of concrete—the equivalent of 10 miles of 30 ft. wide road—were laid in one month.

In the construction of buildings, 1,000,000 tons of steel and cast iron, 1,000,000 accommodation huts, 18,000,000 cubic feet of wood, nearly 7,000 electrical transformers, 9,800 switchboards and 336,000 miles of cables, have been used.

AIR/SEA RESCUE SERVICE

Director : Air Commodore H. I. Haines, O.B.E., D.F.C.

The Air Ministry Directorate of Air/Sea Rescue Services was set up early in 1941, to co ordinate the rescue work of the R.A.F. and the Royal Navy through Area Combined Headquarters.

Rescues are effected by means of—

- (1) Self-inflating rubber dinghies carried in all aircraft.
- (2) Floats and buoys moored around the coast.
- (3) Emergency packs containing supplies dropped from the air. Also airborne life-boats.
- (4) Rescue craft—R.A.F. pinnaces, launches, light naval units.
- (5) Aircraft for reconnaissance and dropping supplies ; the Supermarine Walrus is employed for actual rescue in calm weather.

During one period up to November, 1941, 600 rescues were made.

During 1942, many hundreds of pilots and air crews were saved both at home and overseas.

A desert version of the service had saved nearly 100 lives in Africa by March, 1943.

At home, new controls to guide aircraft in distress, which might otherwise have crashed, to a safe landing, saved over 1,000 machines during 1942.

The greatest Air/Sea Rescue operation of the war took place during a period of 50 hours ended 27th July, 1943, in which 101 airmen were rescued from the North Sea, and more than 200 aircraft co-operated in the search.

One Walrus squadron of the Air/Sea Rescue Service alone had rescued over 175 airmen from the sea by August, 1943.

MOUNTAIN RESCUE SERVICE

Air crews who have crashed on mountain sides in bad weather may now be located and rescued by Mountain Rescue Service squads. Radio is used to bring help to the stranded airmen, and a portable operating theatre tent is carried. It is customary for a Medical Officer to accompany the advance party, so that first aid can be administered to wounded airmen on the spot.

The longest trip so far has been 100 miles. Many lives have been saved by the new service.

R.A.F. REGIMENT

Commandant : Maj.-General C. F. Liardet, C.B., D.S.O., T.D.

The R.A.F. Regiment was formed on 1st February, 1942.

At the end of June, 1942, it was announced that units of the Regiment were to serve abroad.

On 11th March, 1943, the Secretary of State for Air, Sir Archibald Sinclair, stated : " Never was the R.A.F. Regiment intended only for the defence of airfields at home. Its duty is to defend against attack air bases in the forward areas, from which our offensive forces are operating, both in this country and overseas."

The capture of the airfields at Fuka and El Daba in the Western Desert, by the R.A.F. Regiment, in action for the first time, was announced on 6th November, 1942.

The R.A.F. Regiment also served in Tunisia, occupying airfields in the van of our advancing infantry, and on one occasion, together with the French forces, repulsing an enemy advance towards Cap Serrat. They were among the first British troops to enter Bizerta and Tunis. The Regiment captured more than 3,000 Axis prisoners.

The R.A.F. Regiment played a prominent part in the invasions of Sicily and Italy. They not only guarded forward airfields, but fought on the invasion beaches and in the Dodecanese islands.

ROYAL OBSERVER CORPS

Commandant : Air Commodore Finlay Crerar, C.B.E.

The Royal Observer Corps is the only organisation which observes, identifies and records every aircraft movement over Great Britain. The magnitude of this task will be seen from the fact that there are over 300 British types alone.

Shortly before the outbreak of war there were approximately 15,000 trained observers ; there are now approximately 40,000. Over 2,500 women are enrolled in the Corps.

A conservative estimate of the number of messages from Royal Observer Corps posts all over the country to their centres, in a normal day, gives a total of over 1,500,000. They use, in their complicated communications system, enough telephone wire to go four times round the world.

WOMEN'S AUXILIARY AIR FORCE

Director : Air Chief Commandant Lady R. M. E. Welsh.

R.A.F. Companies of the A.T.S. were formed in October, 1938. On 28th June, 1939, the formation of the W.A.A.F. was approved as a separate service. In April, 1941, the W.A.A.F. was declared to be part of the Armed Forces of the Crown ; members of the W.A.A.F. thus have the same status as members of the R.A.F.

At the beginning of 1942 the strength of the W.A.A.F. was actually greater than that of the R.A.F. in September, 1939.

After four years of war the W.A.A.F. had expanded to 79 times its original size.

The number of trades for airwomen has increased from 5 to 65 ; the number of branches for officers from 2 to 20. It has recently been announced that members of the W.A.A.F. are to be allowed to volunteer for training as pilots in the A.T.A.

W.A.A.F. personnel are serving in every R.A.F. Command at home, and W.A.A.F. officers are working in the Middle East, the U.S.A. and Canada. The first contingent of W.A.A.F. officers and airwomen sent to form the nucleus of the new W.A.A.F. in the Middle East arrived in Cairo recently. They are to train women from Egypt and Palestine, who will serve with the R.A.F. in the Middle East.

W.A.A.F. Intelligence officers now assist in the interrogation of bomber crews.

The log of a W.A.A.F. radio operator was the evidence used by R.A.F. Intelligence officers in deciding which of the Biggin Hill pilots had shot down the Sector's thousandth enemy aircraft.

AIR TRANSPORT AUXILIARY

Commander : Commodore Gerard d'Erlanger, C.B.E.

" Anything to Anywhere."

The A.T.A. started as a nucleus of 20 civil pilots for general communications purposes, but early in 1940 Commodore d'Erlanger was allowed to form a separate pool under his own command for ferrying aircraft from factories around London to maintenance units or between operational stations.

There are now 15 ferry pools, each pool employing a number of pilots varying from 5 to 50 or more. There are about 3 mechanics or members of the ground staff to each pilot.

The Women's Section of the A.T.A., formed in December, 1939, is under the command of Miss Pauline Gower, M.B.E.

The original 8 members have increased to 100, and 10 per cent. of A.T.A. mechanics are women.

Nearly 100 members of the A.T.A. have been killed in the course of duty.

The A.T.A. have handled 140 different types of aircraft, and deliveries have been made to and from Africa, America, the Middle East and Malta, as well as throughout the United Kingdom.

The original 8 women pilots delivered 1,000 aircraft in the first six months. By September, 1941, women alone had delivered 4,000 aircraft.

In three years of war the A.T.A. delivered 100,000 aircraft and flew 255,000 " taxi-hours "—the equivalent of 30,000,000 miles.

AIR TRAINING CORPS

Chief Commandant and Director-General : Air Marshal Sir Leslie Gossage, K.C.B., C.V.O., D.S.O., M.C.

The A.T.C. was formed in February, 1941, to provide pre-entry training for youths of 15½-18 desiring to serve in the R.A.F. and the Fleet Air Arm.

University Air Squadrons, which exist at 18 Universities and University Colleges, are administered by the London and provincial A.T.C. Commands. Pre-entry courses are also being run at 7 Universities. 1,700 students are being trained each year.

The membership of the A.T.C. rose rapidly to around 200,000; in addition there were some 20,000 officers and instructors for the 1,700 separate squadrons and units formed all over Great Britain and Northern Ireland. Altogether, the total strength of the Corps has been in the neighbourhood of a quarter of a million. In three years 100,000 Cadets have passed on into the Royal Air Force or the Royal Navy.

The present all-in strength of the Corps, together with deferred service airmen, is about 200,000, including probationers; of this total, approximately 177,000 are cadets.

Summer training camps were attended by 98,000 officers and cadets in 1943, as compared with 102,679 cadets in 1942, and less than 10,000 in 1941. In 1942 over 3,000 A.T.C. cadets spent their week of camp training at Royal Naval Air Stations. During 1942, 70,000 cadets were airborne in service aircraft, and in the third year of the A.T.C. 150,000 cadets were airborne. During the year 1942-43, some 25,000 air-crew cadets gained Proficiency Certificates, and during 1943-44 17,000 were awarded.

There are 80 A.T.C. gliding sites now open or about to open, and up to November, 1943, 150,000 launchings had been made, without one serious accident to a single cadet; 15,500 cadets have achieved varying degrees of proficiency in gliding.

SUMMARY OF AIR OPERATIONS IN THE MEDITERRANEAN THEATRE, 1940-1943

(North-West African Air Forces, Mediterranean Allied Air Forces and
• Middle East Air Force)

1940

At the time of Italy's entry into the war (June, 1940) British air strength in the whole Middle Eastern theatre amounted to some 250 operational machines, many of them obsolescent, such as Gloucester Gladiator fighters and single-engined Vickers Wellesley bombers.

At the outset of General Wavell's advance, the R.A.F. in Egypt was out-numbered 4—1 in fighters by the Italians. Yet in the first week of the offensive alone, 74 enemy aircraft were shot down, and throughout the campaign air support was given to the Army of the Nile.

1941

In the first week of General Auchinleck's advance in November, nearly 400 bombing sorties and over 1,000 fighter sorties against enemy objectives and positions were made. Between 1st November and 23rd December, the enemy lost 476 aircraft in combat, on the ground or captured.

1942

In the first few days of Rommel's offensive in May, over 1,000 motor transport vehicles were destroyed by the R.A.F.

During the first 23 days of July, over 5,000 fighter sorties and nearly 1,000 bomber sorties were made against the Afrika Korps and North African supply ports.

The retreat of the 8th Army to El Alamein was covered by our air forces, and over 500 sorties were carried out each 24 hours while the British position was being consolidated there.

In six days in September, during Rommel's last abortive offensive, the R.A.F. in Egypt dropped 800 tons of bombs, and one bomb every 71 seconds day and night. 912 fighter sorties on bomber escort were flown during the same six days and not one bomber was lost from the escorted formations.

In the 16 weeks preceding the British offensive at El Alamein, launched on 23rd October, the R.A.F. made 172 attacks on Rommel's supply bases in Africa and sank or damaged over 100 ships.

During the first day of the Axis retreat more than 500 sorties were carried out. Between El Alamein and Derna at least 500 Axis aircraft were destroyed on the ground; 100 wrecks were counted on a single airfield.

In the first 12 days of the advance, the R.A.F. and the Royal Navy together sank 50,000 tons of Axis shipping carrying supplies to North Africa, and damaged as much again.

Allied aircraft in the Mediterranean during the whole of 1942 made 30,000 operational sorties, destroyed nearly 1,000 aircraft in combat and 500-600 on the ground, destroyed 100 tanks and armoured cars and 5,000 transport vehicles.

In the course of all the campaigns in the Mediterranean up to the end of 1942, German and Italian air losses were some 6,000 machines, approximately 4,000 in combat and 2,000 on the ground.

1943

Between the Allied landings in North Africa on 8th November, 1942, and 7th May, 1943, 1,696 enemy aircraft were destroyed in the air for the loss of 657 Allied aircraft.

During that period over 20,000,000 lb. of bombs were dropped on docks, shipping, landing grounds, supply bases, transport and front line positions of the enemy.

Between 23rd April and 4th May, 1943, Allied aircraft in North Africa made 3,000 bomber sorties and 14,000 fighter sorties.

The greatest single day's air offensive carried out in conjunction with an advance by ground forces took place on 5th May, when over 2,500 sorties were flown and 1½ million lb. of bombs dropped.

At least 95 ships of all kinds, including the Italian cruiser *Trieste*, were sunk by air attack in the six months of the campaign (this figure includes 9 sunk by the Fleet Air Arm).

One of the most spectacular air victories of the Campaign was the destruction of 58 Ju. 52 transports and 16 of their escorting fighters on 18th April. In 24 hours, 98 enemy aircraft were destroyed in all for a loss to the Allies of 11. On another occasion (22nd April) the Desert Air Force destroyed an entire formation of 20 Me. 323 6-engined transports.

In all the campaigns in North Africa the Axis have lost 5,156 aircraft destroyed in the air and 2,500 destroyed or captured on the ground, a total of over 7,600.

Malta

At the end of February, 1943, Viscount Gort, Governor of Malta, announced that Malta had suffered more than 1,700 air raids and "more than 1,150 victories have been won in the skies over Malta."

In his attempt to "sink" Malta the enemy dropped 12,000 tons of bombs on the island.

Now Malta is on the offensive. During January, 1943, Mosquitoes from Malta flew nearly 200,000 miles harrying enemy land, sea and air communications, mainly in Sicily and Southern Italy.

In 2½ months of 1943, Malta's Intruders destroyed or damaged 105 locomotives, mainly in Sicily and Southern Italy.

In mid-March, 1943, Malta-based torpedo-bombers sank their 100th enemy ship in the Central Mediterranean.

During the month of April, Malta-based aircraft made over 1,200 sorties, and on 26th April shot down their 1,000th enemy aircraft.

Italy

For two months after the end of the Tunisian campaign, an average of 3,000 tons of bombs each week were dropped on Italy and the Italian islands.

Nearly 4,500 tons of bombs were dropped on Pantellaria in 85 raids before it surrendered, a greater weight than had ever previously been dropped on any target of similar size.

Rome was bombed for the first time on 19th July, in daylight. Over 500 bombers of the North-West African Air Force and the Middle East Air Force dropped 1,100 tons of bombs, and inflicted heavy damage on railway installations and the airport.

Air power paved the way for the conquest of Sicily. Sicilian airfields were neutralised by bombing before the invasion began, and fighters from Malta flew nearly 1,100 sorties to protect the landing beaches on the first day.

From 3rd July to the fall of Sicily more than 33,000 sorties were made—27,000 by fighters and fighter-bombers and over 5,000 by light bombers of the Tactical Air Force. Aircraft from Malta flew nearly 4,000,000 miles. Aircraft of the Tactical and Strategic Air Forces together dropped 13,000 tons of bombs, mainly on Sicily, during July, and a further 5,000 tons in the first half of August.

During the Sicilian campaign, 1,100 Axis aircraft were captured on the ground, and 451 destroyed in combat. In all, between 1st July and 17th August, the Axis lost 1,691 aircraft; Allied losses were 274.

Between dawn on 3rd September (the date of the Allied landing on the Italian mainland) and dusk on 13th September, Allied bombers flew an average of over 500 bombing sorties a day. They made 28 attacks on airfields, 23 on railway centres, 52 on enemy supply lines, and 56 in direct support of Allied troops.

During the first four days of the Salerno landings over 2,800 sorties were flown by fighters based on Sicily, in addition to those from carriers. In one 24-hour period at the height of the Salerno battle, 2,500 fighter and bomber sorties were made, and 1,400 tons of bombs dropped on German troops in the battle area.

The Eighth Army's attack from the bridgehead over the Sangro River on the night of 27th November, against the German "winter line," was given sustained close air support on a scale greater than ever before in Italy, despite bad weather. In the 10 days from 21st to 30th November more than 2,800 sorties were flown in this battle area alone, although on one day the weather was so bad that no air operations were possible. On the day prior to the attack, Allied close-support sorties numbered about 24 times the German equivalent.

Bombing Germany from the South

With most of the main Italian air bases south of Rome in Allied hands, Vienna, Munich, and even Berlin and other North German cities, are within range of the heavy bombers of the North-West African Air Forces.

The Messerschmitt factory at Wiener Neustadt has been bombed three times—on 13th August, 2nd October and 2nd November. Munich was bombed from the south on 2nd October, Innsbruck on 15th and 19th December, and Augsburg on 19th December.

Attacks have also been made on targets on the south coast of France by aircraft of the North-West African Air Forces, including airfields, railway targets, and the harbours and submarine bases of Toulon and Marseilles.

The Balkans

Allied bombing of objectives in the German-occupied Balkans has increased in weight and frequency. On 1st August the Rumanian oil-fields at Ploesti were bombed by a force of more than 175 Liberators of the Middle East Air Force, thus creating a long-distance record for heavy bombers by the 2,400-mile round trip.

The railway yards at Sofia (Bulgaria) were bombed for the first time on 14th November, and again on 10th December, by aircraft of the North-West African Air Forces.

The airfields at Athens were bombed 13 times between 3rd September and 14th December, culminating in a raid made by 300 bombers and fighters on 14th—the largest force so far sent out over the Balkans.

Air support has also been given to guerrillas fighting in Yugoslavia.

SUMMARY OF AIR OPERATIONS IN THE FAR EASTERN THEATRE, 1942-1943

(R.A.F.)

Burma

Following on the end of the campaign in Burma in 1942, the R.A.F. maintained an air offensive over Burma throughout the monsoon from June to September, making over 100 raids on Japanese objectives.

After November, 1942, an intensification of air warfare was noticeable ; 30 raids were made in that month alone, and 37 in December.

In January, 1943, offensive operations were carried out on every night and every day except one, and in February on every day and 23 nights.

The R.A.F. is now making nearly 8 times as many bombing raids in this theatre and dropping more than 8 times the bomb load it dropped a year ago. The fighter offensive has grown tenfold since February, 1943.

A famous R.A.F. squadron operating from India has dropped nearly 1,000,000 lb. of bombs and made nearly 1,000 sorties over Japanese-occupied Burma.

One squadron alone flew more than 50,000 miles and dropped well over half a million pounds of supplies to troops of Brigadier O.C. Wingate's expedition behind the enemy lines ; several thousand tons of supplies were dropped in all. In July 760 tons were dropped from the air ; in August supplies were dropped on 27 days out of 31, to forward units on the Arakan front.

During the months May-August, 1943, inclusive, R.A.F. Beaufighters and Hurricanes alone destroyed 1,620 sampans, 43 steamers and barges, 683 other craft, 45 locomotives, 510 wagons, 125 transport vehicles and 18 factories.

Since starting operations in May, 1943, R.A.F. Vengeance dive-bombers had flown over 300 sorties by the end of September, without losing a single aircraft.

Ceylon

On 4th April, 1942, 100 Japanese aircraft attempted to raid Colombo and Ratmalana ; 30 were destroyed or probably destroyed, and 25 more damaged.

On 9th April another attempt was made, this time on Trincomalee ; 37 enemy aircraft were destroyed or probably destroyed on this occasion.

The enemy thus lost or probably lost one-third of his total raiding force engaged on these two attempts, and received his first decisive setback in that quarter.

AIRCRAFT OF THE R.A.F.

It is not proposed to give an exhaustive list of the types of aircraft employed by the R.A.F. The following selection may, however, be taken as representative of those in current use.

BOMBERS

<i>Bristol Blenheim</i> ...	Twin-engined ; speed, 295 m.p.h. ; range, 1,900 miles. Mark V or "Bisley" version still in use in Middle East in 1943.
<i>Vickers Armstrong Wellington</i>	Twin-engined ; speed, 265 m.p.h. ; range, 3,000 miles ; bomb load, 4,000 lb. ; armament, 8 machine-guns. Still in service as medium night bomber.
<i>Handley Page Halifax</i>	Four-engined ; speed, 300 m.p.h. ; range, 3,000 miles ; bomb load, 5½ tons ; armament, 8 machine-guns. Improved version (Mark III) announced February, 1944.
<i>Avro Lancaster</i> ...	Four-engined ; speed, nearly 300 m.p.h. ; range, 3,000 miles ; bomb load, 8 tons ; armament, 8-10 machine-guns.
<i>Short Stirling</i> ...	Four-engined ; speed, 300 m.p.h. ; range, over 2,000 miles ; bomb load, up to 8 tons ; armament, 8 machine-guns.
<i>De Havilland Mosquito</i>	Twin-engined ; wooden construction ; bomb load, nearly 1 ton ; range, well over 1,000 miles. The fastest bomber in the world.

American medium bombers—the North American Mitchell and Vega Ventura, and the light Douglas Boston bomber—are also in service with R.A.F. Bomber Command.

RECONNAISSANCE—LAND/AIR CO-OPERATION

<i>Taylorcraft Auster</i> ...	Single-engined ; speed, 125 m.p.h. ; rate of climb, 1,000 ft. per min. ; range, 250-375 miles ; unarmed but armoured ; extremely manoeuvrable ; used for observation and spotting.
<i>North American Mustang</i> (American)	Single-engined ; speed, about 400 m.p.h. ; armament, 6 machine-guns. Used for reconnaissance and surprise low-level attack ; can carry light bombs.

COASTAL AIRCRAFT

<i>Bristol Beaufighter</i> ...	(See below.)
<i>Vickers Armstrong Wellington</i>	(See above.)
<i>Armstrong Whitworth Whitley</i>	Twin-engined ; speed, 245 m.p.h. ; range, 1,500 miles ; bomb load, nearly 1½ tons.
<i>Handley Page Hampden</i>	Twin-engined ; speed, 265 m.p.h. ; can carry torpedo.
<i>Bristol Beaufort</i> ...	Variation of <i>Blenheim</i> (see above) with higher speed ; can carry bombs or torpedo.

Lockheed <i>Hudson</i> (American)	Twin-engined ; speed, 246 m.p.h. ; range, 1,700 miles.
Consolidated <i>Liberator</i> (American)	Four-engined ; speed, 335 m.p.h. ; range, 3,000 miles.
Boeing (<i>Fortress</i> ... (American)	Four-engined ; speed, 300 m.p.h. ; range, 2,100 miles.
Short <i>Sunderland</i> ...	Four-engined ; (flying-boat) ; speed, 210 miles ; range, 2,800 miles.
Consolidated <i>Catalina</i> (American)	Twin-engined ; (flying-boat) ; speed, 206 m.p.h. ; range, 4,000 miles.

FIGHTERS

Hawker <i>Hurricane</i> ...	Single-engined ; speed, 350 m.p.h. ; armament, 4 cannon or 12 machine guns. Has fought on every battle-front.
Supermarine <i>Spitfire</i> ...	Single-engined ; speed, 400 m.p.h. ; armament, 2 cannon and 4 machine-guns.
Hawker <i>Typhoon</i> ...	Single-engined ; speed, 400 m.p.h. ; armament, 4 cannon or 12 machine-guns.
Bristol <i>Beaufighter</i> ...	Twin-engined ; speed, over 330 m.p.h. ; range, 1,500 miles ; armament, 4 cannon and 6 machine-guns.
Westland <i>Whirlwind</i> ...	Twin-engined ; performance figures not available ; armament, 4 cannon.
De Havilland <i>Mosquito</i>	Fighter version of bomber (<i>see above</i>) ; armament, four 20-mm. cannon and 4 machine-guns ; fighter-bomber version can carry bomb-load of 1,000 lb.

All the above fighters may be equipped and used as fighter-bombers.

AIRCRAFT OF THE FLEET AIR ARM

The following is a list of the main types of aircraft in service with the Fleet Air Arm :—

Fairey <i>Albacore</i>	Supermarine <i>Walrus</i>	
Fairey <i>Barracuda</i>		
Supermarine <i>Seafire</i>	Grumman <i>Avenger</i>	} American
Hawker <i>Seahurricane</i>	Vought-Sikorsky <i>Corsair</i>	
Fairey <i>Swordfish</i>	Grumman <i>Hellcat</i> and <i>Wildcat</i>	

AIRCRAFT LOSSES —3.9.39-31.12.43

		<i>Axis</i>	<i>R. A. F.</i>
Over Great Britain	... 1939	23	—
	1940	3,038	847
	1941	631	40
	1942	296	10
	1943	315	4
		<hr/> 4,303	<hr/> 901

					<i>Axis</i>	<i>R.A.F.</i>
Over Europe	...	...	...	1939	26	27
				1940	73	385
				1941	880	1,517
				1942	555	1,976
				1943	1,072	3,045
					<hr/>	<hr/>
					2,606	6,950
						<i>Allied A.F.</i>
Middle East	...	...	...	1940	347	76
				1941	1,112	635
				1942	1,784	1,163
				1943	598	297
					<hr/>	<hr/>
					3,841	2,171
North Africa and Italy	...	...		1942	289	124
				1943	3,678	1,401
					<hr/>	<hr/>
					3,967	1,525
S.E. Asia	...	...	...	1941	85	10
				1942	571	52
				1943	143	107
					<hr/>	<hr/>
					799	169
						<i>U.S.A.A.F.</i>
U.S.A.A.F. in Europe	...	...		1942	182	33
				1943	4,112	1,126
					<hr/>	<hr/>
					4,294	1,159
						<i>R. A. F.</i>
Western Front	...	...	...	1939	14	5
				1940	943	374
					<hr/>	<hr/>
					957	379
Scandinavia	...	...	...	1940	56	55
Russia (R.A.F. Wing)	...	...		1941	15	1
By the Royal Navy	...	...			1,086	—
					<hr/>	<hr/>
Aggregates	...	...			21,934	13,310
					<hr/>	<hr/>

Axis losses in S.E. Asia are, of course, Japanese. In addition, Japanese losses in the Pacific totalled about 6,500 at the end of 1943. The Germans have also had losses to the French on the Western Front and to the Russians on the Eastern front.

The Middle East figures include Malta's successes against the Axis, as follows :—

1940	...	...	...	...	44
1941	...	...	...	...	238
1942	...	...	...	...	915
1943	...	...	...	...	274
					<hr/>
					1,471
					<hr/>

Middle East and North African Axis losses include those of the Italian Air Force.

COMBINED OPERATIONS COMMAND

Motto—"United we conquer."

Chief of Combined Operations—

Oct. 1941-1943 ... Admiral the Lord Louis Mountbatten, G.C.V.O.,
D.S.O., A.D.C.

Oct., 1943 ... Major-General (Acting) R. E. Laycock, D.S.O.

A combined operation is one in which two or more of the Fighting Services co-operate in order to strike the enemy with the maximum of effect at a chosen place and a chosen moment.

The Combined Operations Command has its own troops and ancillary service of which the Commandos form a part. Members of all the United Nations are represented in the Combined Operations Command.

General Eisenhower stated that in the victorious North African campaign "much was owed to the assistance received from, and the work done by, 'Combined Operations' in the preparatory and assault stages."

Dates of Outstanding Operations

- | | |
|---|--|
| 4.3.41—First Lofoten Raid : | To destroy fish oil factories and shipping, and to capture Germans and quislings. |
| 25.8.41-3.9.41—Spitzbergen : | To disable mines in order to deny coal to Germany and to evacuate inhabitants. |
| 19.4.41—Bardia : | Raid on Rommel's base and lines of communication. |
| 17.11.41—The Raid on Rommel's Headquarters : | Attempt to capture Rommel on eve of General Auchinleck's offensive in North Africa. |
| 27.12.41—Vaagso : | While harassing the German defences on the coast of S.W. Norway, to attack and destroy a number of military and economic targets and to capture or sink shipping, 16,000 tons of shipping destroyed, 200 Germans killed or captured. |

- 26-28.12.41—2nd Lofoten Raid :** To disorganise enemy sea communications, destroy wireless stations, and capture shipping and prisoners.
- 27/28.2.42—Bruneval :** To put the Radiolocation station out of action (Paratroops and seaborne troops).
- 28.3.42—St. Nazaire :** To destroy the principal battleship dock on the N. Atlantic coast.
- 4/5.5.42—Diego Suarez :** To cover Allied landing in Madagascar.
- 19.8.42—Dieppe :** The Reconnaissance in Force.

"The military credit for this most gallant affair goes to the Canadian troops, who formed five-sixths of the assaulting force, and to the Royal Navy which carried them all there and which carried most of them back."
(Winston Churchill, 8.9.42.)

"5,000 Canadians took part in the Dieppe raid. Total casualties were 3,350, of whom 2,717 were killed, missing, or prisoners."
(Hansard, 13.10.42.)

APPENDIX I

AXIS LOSSES IN THE AFRICAN CAMPAIGNS

10th June, 1940—13th May, 1943

Note.—From figures published in official communiqués and from other estimates available it is now possible to give provisional figures of the extent of Axis losses in the campaigns in East Africa, North Africa and Tunisia between 10th June, 1940, and 13th May, 1943. Figures must still be largely provisional, owing to the magnitude of the Axis defeat in Tunisia, for such was the extent of this debacle that final figures giving the exact amount of the war material lost are not yet available from North Africa.

The figures are set out, where possible, under the campaigns, and a further arrangement analyses them under the headings of:—

- (i) Before the Battle of Egypt at El Alamein.
- (ii) Since the Battle of El Alamein.
- (iii) Tunisia.

From this it will be seen that during the various campaigns before the Battle of Egypt, which represented the turning-point in the African fighting, very considerable losses were inflicted upon the Axis, and that even in this earlier stage a substantial contribution was made by British forces to the final victory of the cause of the United Nations. In appreciating these earlier successes, it cannot be too often recalled that they were achieved at the end of a supply route some 12,000 miles long, maintained against the enemy's most vigorous efforts to disrupt it.

I. PERSONNEL—

(a) Before El Alamein—

1. Axis Prisoners of war—

German	...	...	...	16,000 N. Africa
Italian	...	...	...	130,000 N. Africa
"	...	...	...	80,000 E. Africa
Natives	...	...	...	20,000 N. Africa
"	...	...	...	200,000 E. Africa
				<hr/>
				446,000

2. Total estimated Axis losses (including Prisoners of war)

German	...	...	...	47,000 N. Africa
Italian	...	...	...	191,000 N. Africa
"	...	...	...	84,000 E. Africa
Natives	...	...	...	21,000 N. Africa
"	...	...	...	205,000 E. Africa
				<hr/>
				548,000
				<hr/>

(b) *El Alamein to Tripoli*—

1. Axis Prisoners of war—

German	8,000 N. Africa
Italian	35,000 N. Africa
	<hr/>
	43,000

2. Total estimated Axis losses (including prisoners of war)

German	34,000 N. Africa
Italian	52,000 N. Africa
	<hr/>
	86,000

(c) *Tunisia*—

1. Axis Prisoners of war—

German—

Mareth	6,000
Other fighting before 5.5.43...	7,000
Final assault	138,000

Italian—

Mareth	24,000
Other fighting before 5.5.43...	6,000
Final assault	110,000

291,000

2. Total estimated Axis losses (including Prisoners of war)

German killed, etc.	19,600
	10,000
Prisoners of war	138,000
Italian killed, etc.	10,400
	10,000
Prisoners of war	110,000
Axis Prisoners (unidentified) taken before the main offensive opened on 5th May, 1943	43,000

341,000

TOTAL AXIS LOSSES—

Before El Alamein	548,000
El Alamein to Tripoli	86,000
Tunisia	341,000

GRAND TOTAL, AFRICA 975,000

II.—AIRCRAFT—

1. *Before El Alamein—*

(This figure includes approximately 100 destroyed in the East African campaign and approximately 300 in Greece and Crete) 2,877

2. *Since El Alamein—*

(a) Middle East, including Western Desert Air Force until it became part of the Tactical Air Force under N.W.A.A.F. 538

(b) North West Africa, including Western Desert Air Force after it became part of the Tactical Air Force under N.W.A.A.F. ... 1,741

5,156

The above are figures of enemy aircraft known to have been destroyed in air combat. Many more were probably destroyed in combat, and in addition a large number were captured or destroyed on the ground. Over 1,000 were captured or found destroyed on airfields between El Alamein and Tripoli and over 500 on airfields in the Tunis, Bizerta and Cap Bon areas.

For the whole of the African campaigns down to May, 1943, it is estimated that about 2,500 enemy aircraft, German and Italian, were captured or destroyed on the ground in addition to the 5,156 known to have been destroyed in air combat, making a total of over 7,600.

III.—SHIPPING—

(a) *Ships sunk or damaged. (Mediterranean theatre).*

(i) *Warships.*

By H.M. Ships By F.A.A. By R.A.F.

Before El Alamein 66 37

Since El Alamein 56 4

122 41

(ii) *Supply Ships.*

Before El Alamein 269 89

Since El Alamein 228 25

497 114

Total (i) & (ii) 619 155 704

Total 1,478

(b) **Of which : Ships sunk (i.e., seen to sink)—**

Before El Alamein	218	60	75
Since El Alamein	176	9	86
	<hr/>	<hr/>	<hr/>
	394	69	161
	<hr/>	<hr/>	<hr/>
		Total	624
			<hr/>

" Nearly 2,400,000 gross tons of shipping have been sunk . . . exclusive of large numbers of ships . . . damaged."

(The Prime Minister to U.S. Congress, 19.5.43)

Separate figures are available for Axis ships sunk during the whole of the Tunisian campaign :—

<i>By H.M. Submarines</i>	<i>By M.T.B.s</i>	<i>By other Surface Craft</i>	<i>By Aircraft</i>
47	9	33	48

Total 137 ships (including 21 enemy destroyers or torpedo boats and many small craft) of an aggregate tonnage of 433,400 (or 32 per cent. of the estimated shipping initially available to the Axis at the beginning of the Tunisian campaign).

During the long struggle on the mainland the Royal Navy and the Royal Air Force working in the closest co-operation, prevented 35 per cent. of the enemy supply ships and transports from reaching Tunisia.

IV.—GUNS—

	<i>East Africa</i>	<i>North Africa</i>	<i>Total</i>
Before El Alamein	400 (Italian)	2,000 (Italian)	
		650 (German)	3,050
Since El Alamein ...	—	3,150 (Axis)	3,150
			<hr/>
			6,200
			<hr/>

V.—TANKS—

Before El Alamein	150 (Italian)	800 (Italian)	
		600 (German)	1,550
Since El Alamein ...	—	1,000 (Axis)	1,000
			<hr/>
		Total	2,550
			<hr/>

VI.—TRUCKS—

70,000.

APPENDIX II

LOSSES IN SICILIAN CAMPAIGN

10th July—10th August, 1943

<i>Personnel</i>	<i>Axis*</i>		<i>Allied</i>	
Killed or wounded (24,000 Germans)	32,000	8th Army	11,835	} Killed, wounded and p.o.w.
Prisoners of war (7,000 Germans)	135,000	U.S. Army	7,400	
		Canadians	2,388	
Total	...		21,623	

Losses in Material (captured or destroyed)—

	<i>Axis</i>	<i>Allied (including losses in transit)</i>
Tanks	260	103
Guns	502	251

Aircraft Losses (1st July-17th August)—

<i>Axis (shot down or captured on ground)</i>	<i>Allied</i>
1,691 (of which 598 German)	274

Axis Shipping Losses (during evacuation 5th-17th August)—

	<i>Ships (Barges to Medium Supply Vessels)</i>
Destroyed	34
Knocked out by direct bomb hits	47
Severely damaged	225
Total	306

* Estimated that 70,000-75,000 Germans were in Sicily when the invasion began ; 30,000 of these Germans have been lost (excluding those drowned during the evacuation).

APPENDIX III

LOSSES IN ITALY

British (3.9.43-23.11.43). **American** (3.9.43-25.11.43).

Killed ...	...	3,212	1,603
Wounded ...	...	9,709	6,361
Missing ...	...	3,153	2,685
<hr/>			
Total ...	...	16,074	10,649
<hr/>			

Canadian* (10.7.43-23.11.43).

Killed or died of wounds ...	...	713
Wounded ...	...	2,625
Missing ...	...	195
<hr/>		
Total ...	...	3,533
<hr/>		

* Canadian losses between 3.9.43 and 23.11.43 are also included in the British total above.

German (3.9.43-13.12.43).

6,000 prisoners.

Other German casualty figures have not been given.

APPENDIX IV

CASUALTIES TO ALL RANKS OF BRITISH EMPIRE FORCES DURING THE FIRST THREE YEARS OF WAR

(Excluding deaths from natural causes)

	<i>Killed†</i>	<i>Missing</i>	<i>Wounded</i>	<i>Prisoners of War</i>	<i>Total</i>
United Kingdom*	73,477	75,403	50,163	76,801	275,844
Canada	3,142	2,058	1,357	3,865	10,422
Australia	6,192	24,193	15,700	7,874	53,959
New Zealand	3,219	2,860	7,178	6,088	19,345
South Africa	1,439	13,350	3,229	4,597	22,615
India†	3,286	86,289	9,168	3,236	101,979
Colonies	1,334	22,566	1,499	5,430	30,829
<hr/>					
Total British Empire	92,089	226,719	88,294	107,891	514,993
<hr/>					

* Including overseas personnel serving in these forces, in particular from Newfoundland and Southern Rhodesia.

† Including casualties to the Hong Kong and Singapore Royal Artillery.

‡ Including died of wounds or injuries.

NOTE

SERVICE CASUALTIES

1. The figures given in a written answer to a question in the House of Commons on 1st June, 1943, are for the three Services only and do not include the Merchant Navy.

2. In regard to casualties sustained in the Far East by Indian and Colonial units, it should be pointed out that, in view of the failure of the Japanese Government to notify the names of prisoners, the number of prisoners taken in this area is not exactly known. Many of those listed as missing may, in fact, be prisoners of war.

3. It will be seen that the figures of those killed are higher than the figures of those wounded. This is accounted for by the following facts :— In the case of the Royal Navy this is nearly always so owing to the nature of the operations which it is called upon to carry out. The same is also true of the R.A.F., whose operations are almost entirely offensive and over enemy territory, as a result of which many wounded casualties inevitably become prisoners of war. As regards the Army, many of those wounded during the withdrawals which the Army was forced to make in the past, could not be evacuated in time and became prisoners of war or were listed as missing.

CIVILIAN CASUALTIES

It may be convenient to supplement the figures now issued for Service casualties in three years of war with those of civilian casualties sustained during a similar period (from 3.9.39 to 31.8.42), as already issued by the Ministry of Home Security.

These were :—

Killed	...	...	...	...	47,291
Injured	...	...	...	...	55,643
Total	...	...	...	...	102,934

APPENDIX V

COMPOSITION OF ALLIED COMMANDS

(As on 9.3.44)

Allied Commanders of the British and United States Expeditionary Forces organising in the United Kingdom for the Liberation of Europe

Supreme C.-in-C.	...	...	General EISENHOWER
Chief of Staff	...	...	Maj.-General Bedell SMITH
Deputy Supreme Commander	...	...	Air Chief Marshal Sir Arthur TEDDER
C.-in-C. British Group of Armies	...	...	General Sir Bernard MONTGOMERY
C.-in-C. U.S. Army in the Field	...	...	Lieut.-General Omar BRADLEY
Allied Air C.-in-C.	...	...	Air Chief Marshal Sir Trafford LEIGH-MALLORY
Allied Naval C.-in-C.	...	...	Admiral Sir Bertram RAMSAY

Mediterranean

Supreme Allied Commander ...	General Sir Henry Maitland WILSON
Chief of Staff	Lieut.-General J. A. H. GAMMEL
Deputy Supreme Commander and C.-in-C. U.S. Forces	Lieut.-General Jacob DEVERS
C.-in-C. Allied Central Mediterranean Force	General the Hon. Sir Harold ALEXANDER
G.O.C. 8th Army	Lieut.-General Sir Oliver LEESE, Bt.
Commanding General 5th Army ...	Lieut.-General Mark W. CLARK
C.-in-C. Allied Naval Forces ...	Admiral Sir John CUNNINGHAM
C.-in-C. U.S. Naval Forces ...	Vice-Admiral Henry K. HEWITT
Allied Air Commander	Lieut.-General Ira C. EAKER
Deputy Air Commander and A.O.C. R.A.F. Units	Air Marshal Sir John STLESSOR
12th U.S. Air Force	Maj.-General J. K. CANNON
15th U.S. Air Force	Lieut.-General N. TWINING
Coastal Air Force	Air Vice-Marshal Sir Hugh P. LLOYD
Deputy Commander No. 1 Tactical Air Force	Air Vice-Marshal J. H. D'ALBIAC
Malta	(Acting) Air Vice-Marshal A. H. WANN

South-East Asia Command

Supreme Allied Commander ...	Admiral the Lord Louis MOUNT-BATTEN
Chief of Staff	Lieut.-General Sir Henry POWNALL
Deputy Chief of Staff	Maj.-General A. C. WEDEMEYER
Deputy Supreme Commander and C.-in-C. U.S. Forces in India, Burma and China	Lieut.-General James STILWELL
C.-in-C. Army Group	General Sir George J. GIFFARD
Commander 14th Army	Lieut.-General W. J. SLIM
C.-in-C. Eastern Fleet	Admiral Sir James SOMERVILLE
Allied Air C.-in-C.	Air Marshal Sir Richard E. C. PEIRSE
Deputy Air C.-in-C. and C.-in-C. Eastern Air Command	Maj.-General G. E. STRATEMEYER
Eastern Air Command :—	
A.O.C. Tactical Air Force ...	Air Marshal Sir John BALDWIN
A.O.C. Strategic Air Force ...	Brig.-General H. C. DAVIDSON

South-West Pacific Area

Supreme Allied Commander ...	General Douglas MACARTHUR
C.-in-C. Allied Land Forces ...	General Sir Thomas BLAMEY
Commander S.W. Pacific Naval Force	Vice-Admiral Thomas C. KINKAID
C.-in-C. Allied Air Forces ...	Maj.-General C. G. KENNY
The Prime Minister's Special Representative with General MacArthur	Lieut.-General Sir Herbert LUMSDEN

APPENDIX VI

COMPARATIVE RANKS OF THE THREE SERVICES

NAVY	ARMY	AIR FORCE
Admiral of the Fleet	Field-Marshal	Marshal of the R.A.F.
Admiral	General	Air Chief Marshal
Vice-Admiral	Lieutenant-General	Air Marshal
Rear-Admiral	Major-General	Air Vice-Marshal
Commodore, 1st and 2nd Class	Brigadier	Air Commodore
Captain	Colonel	Group Captain
Commander	Lieutenant-Colonel	Wing Commander
Lieutenant Commander	Major	Squadron-Leader
Lieutenant	Captain	Flight-Lieutenant
Sub-Lieutenant	Lieutenant	Flying Officer
Acting Sub-Lieutenant, Commissioned	Second Lieutenant	Pilot Officer, Acting Pilot Officer (but junior to Navy and Army ranks)
Officer from Warrant Rank		No equivalent
Warrant Officer (but senior to Army ranks), Midshipman (but junior to Army ranks)	*Conductor R.A.O.C. *Master Gunner 1st Class, or *1st Class Staff-Sergeant-Major	
No equivalent	All Warrant Officers, Class I except those marked * above	Warrant Officer
No equivalent	Warrant Officer, Class II	Equivalent Warrant Officer 2nd Class, now obsolete
†Chief Petty Officer	Squadron Quartermaster-Sergeant (Household Cavalry) or Squadron Battery or Company Quartermaster-Sergeant, Colour Sergeant, Staff Corporal or Staff Sergeant	Flight-Sergeant

NAVY	ARMY	AIR FORCE
Petty Officer	Corporal of Horse (Household Cavalry) or Sergeant	Sergeant
Leading Seaman (but junior to Army ranks)	Corporal, Bombardier	Corporal
NOTE.—Lance-Corporals and Bombardiers in the Army rank with Troopers, Gunners, etc., but senior to these ranks and to corresponding ranks in the Navy and R.A.F.		
Able Seaman and Ordinary Seaman	Trooper, Gunner, Sapper, Driver, Guardsmen, Rifleman, Fusilier or Private	Leading Aircraftman, Aircraftman 1st Class, Aircraftman 2nd Class

† The following N.C.O.s of the Royal Marines rank with C.P.O.s of nine years' seniority in the Royal Navy, viz., Staff Clerk, Quartermaster-Sergeant, Barrack Quartermaster-Sergeant, Quartermaster-Sergeant Instructors of Infantry, Gunnery, Small Arms, Physical and Recreational Training and Signals, Hospital Quartermaster-Sergeant, Company Sergeant-Major and Armourer Quartermaster-Sergeant.

APPENDIX VII

OFFICIAL PUBLICATIONS

NAVY

ARK ROYAL	(Published 1942.	H.M.S.O.)
H.M. MINESWEEPERS	(„ 1943	„)
EAST OF MALTA, WEST OF SUEZ	(„ 1943	„)
(Naval war in Eastern Mediterranean, September, 1939—March, 1941)		
JANE'S FIGHTING SHIPS, 1942	(Published 1943)	
FLEET AIR ARM	(Published November, 1943.	H.M.S.O.)
THE ROYAL MARINES	(Published 1st February, 1944.	H.M.S.O.)

ARMY

DEFENCE OF CALAIS	(Published 1941.	H.M.S.O.)
BATTLE OF FLANDERS	(„ 1941.	„)
THE NORTHERN GARRISONS	(„ 1941	„)
DESTRUCTION OF AN ARMY	(„ 1941	„)
(1st Campaign in Libya, September, 1940—February, 1941)		
HIGHLAND DIVISION	(„ 1942	„)
THE ABYSSINIAN CAMPAIGNS	(„ 1942	„)
THEY SOUGHT OUT ROMMEL	(„ 1942	„)
CAMPAIGNS IN GREECE AND CRETE	(„ 1942	„)
BATTLE OF EGYPT	(„ 1943	„)
ROOF OVER BRITAIN (A.A. Command) („ 1943		„)

AIR

BATTLE OF BRITAIN	(Published 1941.	H.M.S.O.)
BOMBER COMMAND	(„ 1941	„)
BOMBER COMMAND CONTINUES	(„ 1942	„)
AIR/SEA RESCUE	(„ 1942	„)
COASTAL COMMAND	(„ 1943	„)

COMBINED OPERATIONS	(Published 1943.	H.M.S.O.)
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